



Fact Sheets

Nairobi Forward-looking Strategies for the Advancement of Women

Issues and the Canadian Situation
January, 1990



Status of Women
Canada

Condition féminine
Canada

Canada

FACT SHEETS - 1990 UPDATE

NAIROBI FORWARD-LOOKING STRATEGIES

FOR THE ADVANCEMENT OF WOMEN:

ISSUES

AND

THE CANADIAN SITUATION

January 1990

Status of Women Canada

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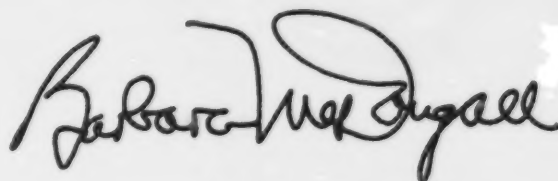
MESSAGE FROM THE HONOURABLE BARBARA MCDOUGALL
MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

In 1985, following the United Nations Decade for Women, Canada and 156 other countries adopted by consensus the Nairobi Forward-looking Strategies for the Advancement of Women (FLS). In so doing, each country agreed to implement, to the best of its ability, the comprehensive recommendations for women's equality detailed in the FLS.

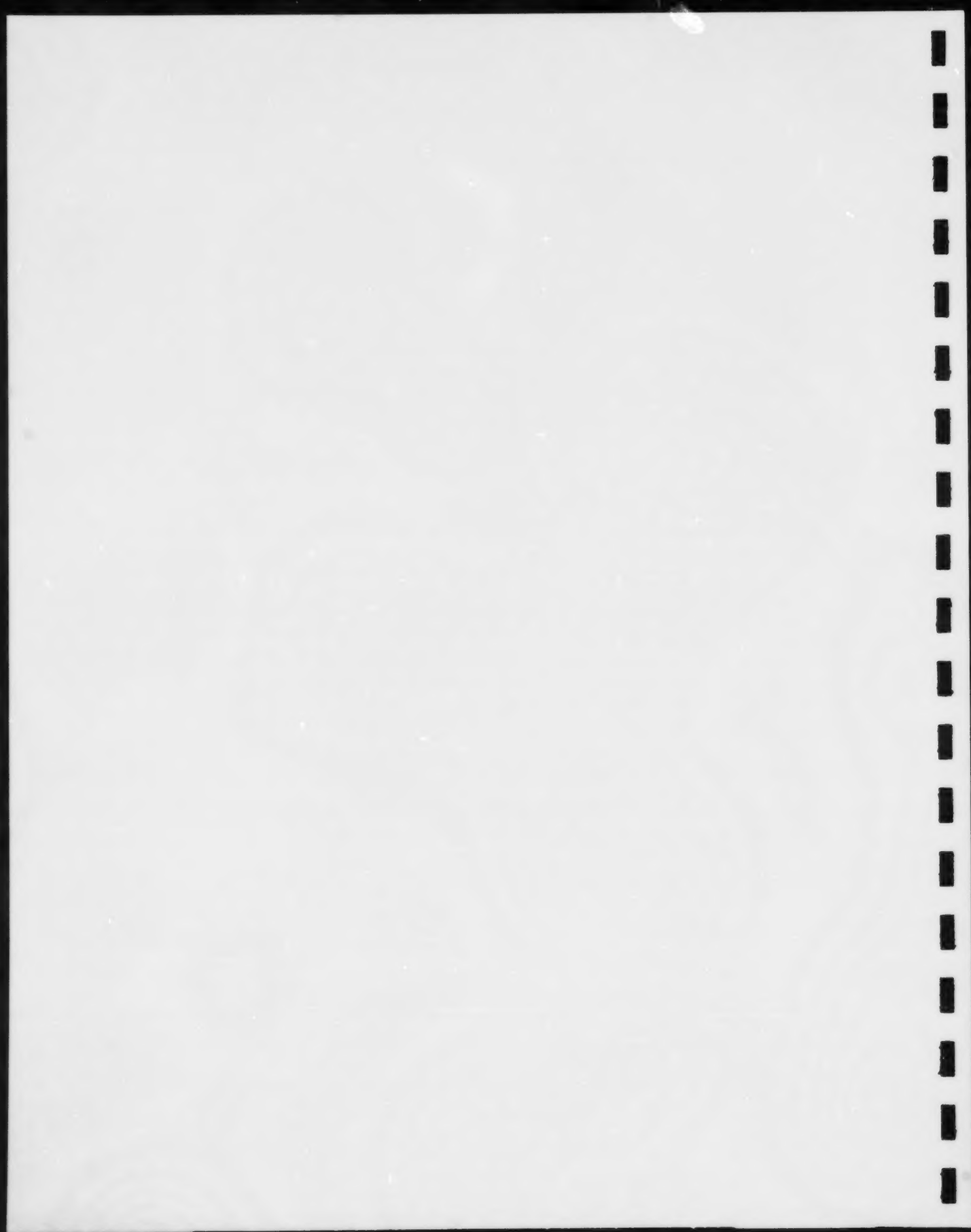
As Minister Responsible for the Status of Women, I am committed to ensuring that Canada continues to develop its efforts toward social justice and economic equality for all women and men. Since the recommendations of the Report of the Royal Commission on the Status of Women were released 20 years ago in 1970, the federal government has taken a number of initiatives to promote the advancement of women. This evolution towards women's equality is reinforced by the FLS.

It is my pleasure to introduce the 1990 update of the Fact Sheets, which highlights new and revised government programs and policies to implement the FLS. The Fact Sheets can also help to identify areas where there is need for further change and highlight opportunities for individual and group action toward the further advancement of women.

Beginning in February 1990, the degree of implementation of the Strategies will be reviewed and appraised during an extended session of the United Nations Commission on the Status of Women. These Fact Sheets detail Canada's success to date in implementing the FLS and are part of our ongoing effort to ensure women's equality.

A handwritten signature in dark ink, reading "Barbara McDougall". The signature is fluid and cursive, with the first name "Barbara" and last name "McDougall" clearly distinguishable.

Barbara McDougall



INTRODUCTION

The Forward-looking Strategies were adopted by consensus at the World Conference of the United Nations Decade for Women, held in Nairobi, Kenya in July 1985. They highlight many contemporary issues of international concern to women and also act as a guide for governments, non-governmental organizations and individuals to promote the advancement of women, both nationally and globally.

A collection of Fact Sheets was initially prepared for the Canadian delegation to the Nairobi World Conference on Women in order to provide a brief discussion, within the Canadian context, of the broad range of issues covered in the Forward-looking Strategies document. Since 1986, Status of Women Canada has regularly produced a set of Fact Sheets for Canadian readers which highlights the Forward-looking Strategies and reviews government progress in implementing the strategies. The Fact Sheets have evolved significantly since their first printing, due in part to the application of the FLS to emerging issues of concern to women such as AIDS, new reproductive technologies and structural adjustment. Comments from individuals and women's groups using the Fact Sheets have also resulted in several revisions.

This year, you will note that the FLS have been divided into twelve chapters. Each chapter has a number of fact sheets which address a specific subject area in detail. At the top of each fact sheet you will find the name of the issue, the list of paragraphs in the Nairobi Forward-looking Strategies which relate to the issue, and a description of the relevance this issue has for women and how women are affected by it.

The second section of each fact sheet, entitled **What the FLS paragraphs say**, provides a point form summary of the Forward-looking Strategies listed at the top of the page.

The third section, entitled **Canadian situation**, describes the current situation in Canada and briefly highlights recent federal government legislation and relevant initiatives related to the issues in question.

In some cases, a fourth section has been added, entitled **International Action by Canada**, detailing Canada's initiatives to address and encourage implementation of the Forward-looking Strategies abroad.

A final section, entitled References, has been included for many issues. It lists documents which are referred to under the Canadian situation and gives an indication of where the cited statistics and further information can be obtained.

For further details on any of the issues in these Fact Sheets you may wish to contact the relevant federal department. In addition, the Canadian Advisory Council on the Status of Women conducts research and prints a number of publications addressing issues of concern to women and the Forward-looking Strategies. Further information can be obtained from regional offices or from the:

Documentation Centre
Canadian Advisory Council on the
Status of Women
P.O. Box 1541, Station B
Ottawa, Ontario K1P 5R5.

"Studio D" of the National Film Board of Canada has produced several films exploring issues addressed in the Forward-looking Strategies. To obtain a list of NFB films, contact regional NFB offices or the:

National Film Board
P.O. Box 6100
Montreal, Quebec H3C 3H5.

These Fact Sheets are published as part of a workshop kit designed to encourage women's groups to explore the Forward-looking Strategies of concern to them. The "Forward From Nairobi" workshop kit can be borrowed from a number of locations across Canada. A list of such locations can be found at the back of this document.

Additional copies of the Fact Sheets or further information may be obtained at the following address:

Status of Women Canada
151 Sparks Street, 10th Floor
Ottawa, Ontario K1A 1C3.

We hope you enjoy reading the 1990 update to the Fact Sheets. Your comments are always welcome!

January, 1990

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INSTITUTIONAL AND POLITICAL STRUCTURES

Equality Rights - Constitutional

FLS paras., 51,52,61,62

Fundamental to the equality of women and men are constitutional and legal guarantees of that equality. These should provide both the guarantee of equal treatment under the law and the provision for equal opportunities to enjoy these rights and to develop personal skills and talents so as to participate fully in life.

What the FLS paragraphs say:

- ° governments should ensure a legal basis for the equal rights, opportunities and responsibilities of women; and
- ° governments should institutionalize procedures for monitoring and redressing systematic discrimination against women.

Canadian situation:

The Canadian Charter of Rights and Freedoms constitutionally guarantees equality under the law which prohibits discrimination based on sex. In addition, human rights laws in all jurisdictions prohibit sex discrimination and provide means to redress such discrimination.

In 1985 the Parliamentary Sub-committee on Equality Rights tabled its report, entitled Equality for All, which made 85 recommendations pertaining to equality on matters coming within federal jurisdiction. In its response to this report, entitled Toward Equality, the federal government made a number of commitments, including the abolition of mandatory retirement, the repeal of distinctions based on marital status in regard to pension rights, and increasing employment opportunities for women in the Canadian Armed Forces.

The following are among the steps that have been taken to implement the commitments made in Toward Equality: repealing section 28 of the Public Service Superannuation Regulations, which established a mandatory retirement age of 65; amending the Canada Pension Plan to provide for flexible retirement; and significantly increasing the number of gender-free and mixed gender positions in the Canadian Armed Forces. On June 29, 1989, Bill C-24 received Royal Assent. This Bill amended several Acts including the Pension Act so that surviving spouses would no longer have their pensions suspended upon remarriage. In the 1989 response to a Canadian Human Rights Tribunal decision, the Canadian Armed Forces opened up combat positions to women, with a few restrictions such as military service on submarines.

A number of federal, provincial and territorial laws, programs, and policies have the goal of eliminating the barriers to equal employment opportunities for women including inequities in salary. Pay equity legislation presently covers employees under federal jurisdiction. The legislation also exists in Quebec, Manitoba, Ontario, the Yukon Territory, Nova Scotia, Prince Edward Island and New Brunswick.

In 1985, the federal government extended its Court Challenges Program for 5 years to fund selected equality rights cases under the Charter, sections 15, 27 and 28. The federal government has provided support in the amount of \$1 million in 1985-1986 and \$2 million in each of the last four years for this Program. The Program is being reviewed for possible renewal of its current mandate, which ends on March 31, 1990.

Through the Women's Program of the Secretary of State, the Government of Canada provides support to women's groups at both national and regional levels to address problems related to women's equality rights. For example, support has been provided to the Women's Legal Education and Action Fund (LEAF), whose focus is on Charter litigation of equality rights concerning women. Support has also been provided to the National Association of Women and the Law (NAWL), which undertakes public education regarding women's equality rights.

References:

Atcheson, Elizabeth and Mary Eberts, Beth Symes, Jennifer Stoddard. Women and Legal Action: Precedents, Resources and Strategies for the Future, Ottawa, Canadian Advisory Council on the Status of Women, October 1984.

Canadian Advisory Council on the Status of Women. Fine Balances: Equal Status for Women in Canada in the 1990s, Ottawa, March 1987.

See also: **Equality Rights - Redress for Discrimination**

National Machinery for Women

FLS paras., 57,114,125-131,271

In order to ensure that women's needs and concerns are integrated into all programs and policies of governments at every level, it is important to have government 'machinery', or mechanisms, which will address the impact that policies and programs have on women and will promote the advancement of women.

What the FLS paragraphs says:

- governmental machinery for monitoring and improving the status of women should be established at a high level in government and it should: be ensured adequate resources, commitment and authority to advise on the impact which all government policies have on women; disseminate information to women regarding their rights and entitlements; and cooperate with other government agencies and non-governmental organizations;
- national and sectoral plans and policies should be developed to promote the participation of women at all levels and in all areas;
- there should be institutional mechanisms to address the needs of especially vulnerable groups of women; and
- governmental support should be given to women's organizations.

Canadian situation:

Canada has a federal Minister Responsible for the Status of Women who acts as an advisor and advocate within Cabinet to ensure that women's concerns are an integral part of the discussions. The Minister provides leadership on women's issues, participates in strategic planning activities and provides other federal Ministers with an assessment of the impact of policy and program proposals on women.

The federal, provincial and territorial governments have each named a Minister Responsible for the Status of Women. As well, they have established a specific internal mechanism to coordinate and advise on policy matters and on programs such as affirmative action, equal pay, human rights, and other programs with a sectoral focus. Twelve of the thirteen governments have also established separate advisory councils to provide independent research and advice and to bring matters of concern to women before the public and the government.

Status of Women Canada, established in 1976, is the central agency which coordinates the federal government's efforts to promote the advancement of women. The agency provides advice and recommendations to the Minister Responsible for the Status of Women on all matters within federal jurisdiction which affect the lives of Canadian women. Its activities include policy analysis and development, intergovernmental and non-governmental relations, and public information. Status of Women Canada chairs an interdepartmental committee on integration mechanisms,

involving representatives of key federal departments, who seek to share and coordinate information about government policies and developments that are related to women. There is also a steering group involving the Department of External Affairs, Status of Women Canada and the Canadian International Development Agency (CIDA), which coordinates Canada's international activities on status of women issues.

Several other departments have special programs that are concerned with a particular aspect of the status of women. These include the Women's Bureau (Labour Canada), the Women's Program (Secretary of State) and Health and Welfare Canada's Office of the Senior Advisor on the Status of Women. In addition, an International Women's Equality Division has been established within the Department of External Affairs to serve as a focal point for the government's international activity related to the improvement of the status of women globally.

Federal, provincial and territorial Ministers Responsible for the Status of Women meet regularly to discuss issues of common concern. Agenda items in recent years have included aboriginal, visible minority and immigrant women; economic equality; training; women's reproductive health; and strategies for the successful integration of work and family responsibilities.

In February 1989, federal, provincial and territorial Status of Women Ministers met with Ministers of Education and agreed on a series of actions to ensure equality in education and to promote increased participation of girls and women in mathematics, science and technology. At the fall 1989 First Ministers' Conference, Status of Women Ministers submitted an assessment of progress achieved toward equality in education and training for women and agreed to continue to work with their labour market and education colleagues to promote equality in education for girls and women in Canada.

International action by Canada:

Most international organizations also have machinery concerned with international status of women issues. Canada participates actively on the women's organizations of a number of international bodies. Canada is currently a member of the Commission on the Status of Women (CSW), for the term 1989 to 1992. The CSW is the central United Nations body concerned with the status of women. Canada currently chairs the Working Party on the Role of Women in the Economy (WP6) of the Organization for Economic Co-operation and Development. Canada has observer status with the Inter-American Commission of Women (CIM) of the Organization of American States and participates in the meetings of the Commonwealth Ministers Responsible for Women's Affairs. The latter group will be meeting in Ottawa in October of 1990.

See also: **United Nations Organizations for Women**
Women and Third World Development Assistance

Political Participation of Women

FLS paras., 86-92

To ensure that women's concerns and perspectives are taken into account in all decision-making, it is essential that women participate equally at all levels of government: in political parties, in trade unions and at high levels of the public service.

What the FLS paragraphs say:

- intensified efforts should be made by governments and other organizations:
 - to ensure equality of participation by women at all levels of government;
 - to encourage women to exercise their political rights;
 - to provide equal access to the ranks of political parties and other organizations; and
 - to ensure that women's groups are involved in the policy development process.

Canadian situation:

All Canadian women have the right to vote and to be eligible for election. There are no legal barriers to prevent women from being appointed to public office or from exercising a public function. Women make up approximately 13.2% of the elected members of federal, provincial and territorial legislatures, and approximately 14.5% of their executive bodies (Cabinet). In 1989, for the first time, a woman was elected as leader of one of Canada's three major political parties.

WOMEN IN PROVINCIAL, TERRITORIAL AND FEDERAL LEGISLATURES (December 1989)

Province/ Territory	Number of Seats	Women	Percent	Cabinet ¹	Number of Women	Percent
<u>Federal</u>						
Alberta	83	12	14.5	26	3	11.5
B.C.	69	9	13.2	16	2	12.5
Manitoba	57	9	15.8	18	3	16.7
N.B. ²	58	7	12.1	22	4	18.2
Nfld.	52	3	5.8	15	1	6.7
N.W.T.	24	2	8.3	8	2	25.0
N.S.	52	3	5.8	21 ³	0	0
Ontario	130	21	16.2	27	5	18.5
P.E.I.	32	5	15.6	11	2	18.2
Québec	125	23	18.4	30 ⁴	6	20.0
Sask.	64	5	7.8	20 ⁷	1	5.0
Yukon	16	4	25	5	1	20.0
Federal/ House of Commons	295	40	14	37	6	16.2
Senate ⁶	104 ⁵	12	11.5			

Notes pertaining to above chart:

- 1 'Cabinet' also includes premiers.
- 2 In New Brunswick, the leaders of two of the three major political parties are women.
- 3 The Deputy Speaker for Nova Scotia is a woman.
- 4 The Deputy Premier for Quebec is a woman.
- 5 There are ten vacant seats in the Senate.
- 6 Senate seats are appointed.
- 7 The Deputy Premier for Saskatchewan is a woman.

As of June 1989, 30.2% (828) of all discretionary Order-in-Council appointments (boards, commissions, etc.) were women. While women have traditionally been appointed to lower paid and less influential positions such as citizenship court judges, returning officers, or as chairpersons of the UIC Boards of Referees, the Prime Minister's office has been altering this trend by appointing women to economic councils and marketing boards as well as cultural and social policy boards.

In September 1988 the President of the Treasury Board established a Task Force to identify and recommend ways of overcoming barriers to the advancement of women in the Public Service. The Task Force, which has undertaken a variety of research projects and has received briefs from public servants and other interested parties, is expected to report in March 1990.

The Equality Game: Women in the Federal Public Service (1908-1987), provides an analysis of the major labour trends in the federal bureaucracy and a prediction of the future labour situation for the women and men working for Canada's largest employer.

Every Voice Counts, is a guide for women on how to bring about change through social and political action. Prepared for the Canadian Advisory Council on the Status of Women, it gives tips on how to define issues and goals, organize a working group, enlist public support, analyze and work with the media, and take a message to appropriate authorities and the public.

Canadian Women for Political Representation (CWPR) and the Committee for '94 are two non-profit, multi-partisan groups whose goals are to encourage, improve and support women in achieving a minimum of 50% of all elected and appointed positions in government, including women's equal representation in the House of Commons, by 1994.

References:

Kome, Penny. Every Voice Counts, Ottawa, Canadian Advisory Council on the Status of Women, 1989.

Morgan, Nicole. The Equality Game: Women in the Federal Public Service (1908-1987), Ottawa, Canadian Advisory Council on the Status of Women, 1988.

The Corpus Administrative Index, 1989-. Don Mills, Ontario.

Women's Organizations
- Government Support

FLS paras., 92, 113, 126, 128, 129, 185, 210
223, 265, 276, 317, 328, 329, 332, 355, 372

Women's organizations play a critical role in attaining real and lasting societal change. However, in order to mobilize and organize effectively, women must be assured of access to resources such as financial support, education and training, skill development, social support networks, etc. Women must be able to exercise their rights as citizens and as members of other societal organizations and be supported in their involvement.

What the FLS paragraphs say:

- ° governments should stimulate the formulation and growth of women's organizations and give financial and organizational support to their activities where appropriate;
- ° financial, technical, advisory and institutional support should be provided to women's organizations and groups especially in the areas of agriculture, housing, energy, peace and research; and
- ° the implementation of the Nairobi Forward-looking Strategies at the national and international levels should reflect consultation with non-governmental organizations.

Canadian situation:

The Women's Program of the Secretary of State is the major source of funding for both national and regional women's groups. In November 1987, the Secretary of State announced the renewal of the Women's Program for five years. Its 1989-90 budget is \$11.2 million. The Program helps a wide range of women's groups in addressing equality concerns. Priority will be given to those groups experiencing additional barriers to equality other than gender, such as race or disability. In addition, the Program will support women's organizations to work cooperatively with mainstream institutions, such as the education system, to integrate women's equality issues into their mandates and activities.

The Ministry of the Solicitor General provides women's organizations, such as the Canadian Association of Elizabeth Fry Societies (CAEFS), with core funding to assist women in conflict with the law. Health and Welfare Canada's various grants and contribution programs help support the activities, research and demonstration projects of many women's organizations. Agricultural Canada, through the Farm Women's Advancement Program, provides project funding to farm women's organizations to support activities to advance the status of farm women. The latter Program is funded at \$150,000 per year.

In 1988, Canadian women's organizations were invited to respond to the United Nations questionnaire in preparation for the 1990 review and appraisal of the implementation of the Nairobi Forward-looking Strategies and their input was reflected in the national response.

LEGAL ISSUES

Convention on the Elimination
of All Forms of Discrimination
Against Women (CEDAW)

FLS paras., 60,72,134

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is one of four basic United Nations human rights treaties. It is the minimum universal standard guaranteeing the right of women to equal status with men. It was adopted by the United Nations General Assembly in 1979. As of January 1990, 100 countries had ratified the Convention.

The document outlines basic rights and fundamental freedoms that should be enjoyed equally by women and men including: equal rights in education and employment, political and public life, marriage and family law, economic and social benefits, and equality before the law.

Countries are required to report on their progress in implementing the Convention one year after ratification and every four years thereafter.

The Committee on the Elimination of Discrimination Against Women was established to consider progress made by States Parties in implementing CEDAW. The Committee reports annually to the U.N. General Assembly through the Economic and Social Council. A Canadian served as one of the 23 Committee members from 1982 to 1988. Canada also participates regularly at meetings of countries which have ratified CEDAW (States Parties). These meetings take place every two years.

The International Women's Rights Action Watch (IWRAP) is a non-governmental organization dedicated to publicizing the Convention and monitoring its implementation. IWRAP grew out of a series of workshops on the Convention which took place at the NGO Forum during the 1985 Nairobi World Conference on Women. IWRAP holds an annual conference each spring in either New York or Vienna to coincide with meetings of the Committee on the Elimination of Discrimination Against Women.

What the FLS paragraphs say:

- all countries should sign and ratify this instrument; and
- all countries should establish appropriate bodies to review legislation and to ensure that this instrument is complied with.

Canadian situation:

Canada signed the Convention at the July 1980 Mid-decade Conference for Women in Copenhagen and ratified it on 10 December, 1981. The treaty entered into force for Canada on 10 January 1982.

Canada has produced two reports covering federal, provincial and territorial policies, programs and legislation to implement the Convention. The first was prepared in May 1983 and was formally reviewed by the Committee on the Elimination of Discrimination Against Women in January 1985. Canada's second report, produced in January 1988, will be reviewed by the Committee in February 1990.

A Working Group of the Continuing Federal/Provincial/Territorial Committee of Officials Responsible for Human Rights prepared a commentary of CEDAW to assist in interpreting the Convention in a Canadian context. This document is available, free of charge, from Secretary of State (Human Rights Directorate) or Status of Women Canada.

References:

Continuing Federal/Provincial/Territorial Committee of Officials Responsible for Human Rights, Convention of the Elimination of All Forms of Discrimination Against Women, Reference Document.

Convention on the Elimination of All Forms of Discrimination Against Women: Reports of Canada. Ottawa: Department of the Secretary of State, 1983 and 1988.

Reports of the Secretary-General to the U.N. General Assembly on the Status of the Convention on the Elimination of All Forms of Discrimination Against Women.

Divorce and Custody

FLS para., 74

In many countries, the legal right to a divorce, and the grounds on which divorce can be obtained, are different for men and women. The custody of children is also often automatically attributed to the father, or to the 'innocent' party who did not initiate divorce proceedings.

What the FLS paragraphs say:

- both partners in a marriage should have an equal right to divorce; and
- the custody of children should not be decided on the basis of sex but should recognize the importance of input from both parents.

Canadian situation:

The federal government has sole jurisdiction over divorce. The Divorce Act, 1985 does not discriminate on the basis of sex regarding either the right to divorce or the custody of children. However, conduct of the spouses can be a factor in custody matters, if the conduct reflects on the person's ability to act as a parent.

The custody of children is granted to mothers in the majority of uncontested cases, but is by no means automatic in contested cases. The Divorce Act requires that when making a custody or access order, the court apply the principle that a child of the marriage should have as much contact with each spouse as is consistent with the best interests of the child. The court is also directed to take into consideration the willingness of the person for whom custody is sought, to facilitate such contact.

The federal government has taken steps, in co-operation with the provinces, to improve the enforcement of orders and agreements for support, custody and access. The Family Orders and Agreements Enforcement Assistance Act permits certain information to be released from specified federal data banks to help trace persons who have defaulted on such orders or agreements. The information is also available to help locate parents who have abducted a child with the intent of depriving the other parent of custody, in contravention of section 282 or 283 of the Criminal Code. The information can be released only to designated recipients which include the court, officials of the provincial or territorial enforcement agency, and police officers who have court authorization to seek the information available under the Act. The Family Orders and Agreements Enforcement Assistance Act also allows certain federal monies owed to persons who default on a family support order or agreement to be garnisheed to satisfy the support order or agreement.

Equality Rights - Information for Women

FLS para., 63

While the law may provide for legal equality for women, these provisions may not be effective unless women are aware of them. Women need to have information on their legal rights if they are to exercise them; they must be aware of the inadequacies of the law; and must advocate for the necessary changes to the law.

What the FLS paragraphs say:

- both government and private research institutions should study laws in relation to the role, status, and material circumstances of women; and
- educational programs should be established to promote general knowledge and awareness of the law.

Canadian situation:

Public legal information on women's rights is provided by government departments such as the federal Department of Justice, legal aid agencies, non-government organizations such as the National Association of Women and the Law, public legal information and education organizations in the provinces and territories, and individual authors.

See also: Law Reform Commissions

Equality Rights - Redress for Discrimination

FLS para., 61

Legal prohibitions of discriminatory practices have not proven adequate in eradicating discrimination or providing redress to individual women. Indirect discrimination (systemic or adverse effect) also blocks the equal treatment of women. Examples include unjustified height and weight requirements for certain occupations.

What the FLS paragraphs say:

- legislative and administrative mechanisms should be set up to ensure that individual women and women as a group may, without obstruction or cost to themselves, obtain redress for both discriminatory actions and systemic discrimination.

Canadian situation:

As part of the process of complying with section 15 of the Canadian Charter of Rights and Freedoms (which came into force in 1985) and the comparable section of the Québec Charter, all jurisdictions have taken steps to legislatively prohibit discrimination. In addition, the federal government extended the Court Challenges Program in 1985 to fund selected cases under section 15 of the Charter until 1990. The Supreme Court of Canada has held that section 15 of the Canadian Charter of Rights and Freedoms and federal and provincial human rights legislation prohibit systemic discrimination.

Individuals who assert a right under almost all Canadian human rights legislation benefit, free of charge, from the services of human rights commission staff, investigators, and lawyers. Women and other minority groups who have been victims of discrimination can file a complaint with the federal, provincial or territorial human rights agencies. The agencies investigate the complaint and have the power to appoint a conciliator or a tribunal. If a tribunal determines that discrimination occurred it can compensate a victim for injuries to an individual's self respect, can provide a monetary award for lost wages and can order the victim to be reinstated.

In 1985, the Women's Legal Education and Action Fund (LEAF) was incorporated. One of LEAF's primary objectives is to achieve equality for women by means of litigation using the guarantees of the Charter. LEAF initiates pro-active work but also reacts to court challenges to ensure that existing equality rights are not diminished.

References:

Equality for All: Report of the Parliamentary Committee on Equality Rights, Ottawa, House of Commons, October 1985.

Toward Equality: The Response to the Report of the Parliamentary Committee on Equality Rights, Ottawa, Department of Justice, 1986.

See also: Legal Reform - Research

Equality Rights - Women's Legal Capacity

FLS paras., 65,68

The legal systems of many countries, whether derived from British common law, French civil law, Islamic law, or native customary law, often restricts the legal capacity of women, particularly married women. Women are frequently considered legal 'minors' or 'incapables'. Restrictions can include the ability to contract, to marry, to divorce, to initiate legal action, etc. These restrictions are often excused or justified on the basis that women need 'protection'.

What the FLS paragraphs say:

- governments should identify discriminatory practices in civil law and customary or common law, especially those civil codes that deal with family law, women as minors and the legal rights of married women.

Canadian situation:

All federal and provincial laws are subject to the equality guarantees of the Canadian (or Quebec) Charter of Rights and Freedoms.

Where provincial or federal statute law is silent, the common law would apply. Some examples of discriminatory laws regarding legal capacity include the change of name of a married woman, the age for marriage, and the legal capacity of a married woman to act as a guardian or trustee. Discriminatory vestiges of the common law have been or are in the process of being corrected in all jurisdictions.

Family Law - Common Law Relationships

FLS para., 74

In many countries, 'common law' or de facto marriages are not recognized. The unmarried woman is not entitled to support, inheritance or property rights. "Illegitimate" children are also frequently denied support and inheritance rights, and are stigmatized by society. At the same time, many countries have restrictive divorce laws, and de facto marriages become an important social reality.

What the FLS paragraphs say:

- official recognition and status should be given to de facto (common law) families; and
- discrimination against unmarried mothers and children born out-of-wedlock should be eliminated.

Canadian situation:

Responsibility for family law is primarily under provincial jurisdiction in Canada. There is some recognition in legal statutes of common law marriages. The degree of recognition depends on the length of the relationship, the presence of children, and the degree of economic dependence. Most provinces have eliminated any distinctions between legitimate and illegitimate children. Common law relationships may give rise to support obligations and to the right to claim certain social benefits. Because divorce is relatively easy to obtain in Canada, there is resistance to providing full recognition of common law relationships. It is presumed that these relationships are entered into deliberately, and not because of difficulties in ending any previous marriage. A common law relationship does not preclude the validity of a will providing a legacy to the common law spouse, and such a spouse can apply for dependent's relief against an estate on the same basis as a married spouse.

The Parliamentary Sub-committee report, Equality for All released in October 1985, recommends that the federal Income Tax Act and all federal laws and policies recognize common law relationships. In the government's response, Toward Equality, it was indicated that a number of federal laws and policies recognize and provide the same benefits and obligations in common law relationships. However, in recognition of both the differences between legal marriages and common law relationships and the wishes of those who have chosen not to have a legal marriage, the government does not believe that the same benefits and obligations should always apply to both.

References:

Equality for All: Report of the Parliamentary Committee on Equality Rights. Ottawa: House of Commons, October 1985.

Toward Equality: The Response to the Report of the Parliamentary Committee on Equality Rights. Ottawa: Justice Canada, 1986.

Family Law - Inheritance Rights

FLS para., 182

Under certain legal systems (e.g. Islamic or civil law derived from the Napoleonic Code) a man's estate is entirely or largely transmitted to his children, parents or siblings, in preference to his wife. Conversely, a woman's estate may be automatically transmitted, in part or in entirety, to her husband.

What the FLS paragraphs say:

- there should be a modification of inheritance laws to ensure that women can inherit a fair share of property and assets.

Canadian situation:

This area is under provincial jurisdiction. Canadian women are entitled to a share of their husband's estate. In addition to the rights of spouses, nine provinces which recognize the status of a common law spouse have given a dependent "spouse" the right to apply to the court to set aside a will which denies the dependent "spouse" a share of the estate.

In cases where the deceased did not leave a will, provincial laws provide that his/her spouse will receive all or a substantial portion of the estate. Proportions vary depending on whether the deceased was survived by children, parents or siblings.

References:

Sloss, Elizabeth (ed). Family Law in Canada: New Directions, Ottawa, Canadian Advisory Council on the Status of Women, December 1986.

Family Law - Property Rights

FLS paras., 62,74,211

Some of the legal restrictions on the rights of women have also prevented women from freely acquiring and disposing of property. This is particularly important in agrarian-based economies.

What the FLS paragraphs say:

- all women should have the right to acquire and own property as an expression of their legal equality; and
- women should have legal rights in access to land, other means of production, their income and the benefits of agricultural training and research.

Canadian situation:

There are no sex-based impediments to women's acquisition of land or other property in Canada. However, all provinces and territories have enacted marital property statutes to ensure an equal sharing of family assets upon marriage breakdown. Some of these laws place restrictions on the disposition of family assets without the other spouse's consent.

Funding has been provided by the Secretary of State's Women's Program to a women's organization, Women for the Survival of Agriculture, to produce an expanded and updated version of a handbook explaining the benefits of a formalized farm partnership agreement. The handbook is entitled, Cover Your Assets: A Guide to Farm Partnerships.

References:

Sloss, Elizabeth (ed). Family Law in Canada: New Directions, Ottawa, Canadian Advisory Council on the Status of Women, December 1986.

See also: **Equality Rights - Women's Legal Capacity
Rural/Farm Women**

Law Reform Commissions

FLS para., 66

Many countries have not established any formal or on-going law reform bodies which might identify priorities and areas requiring reform to improve the status of women.

What the FLS paragraphs say:

- law reform committees should be established with equal representation of men and women from government and non-governmental organizations; and
- these committees should review laws, direct new activities, and determine priorities.

Canadian situation:

Law reform commissions exist at both the provincial and federal levels of government in Canada. Commissioners are appointed from the academic community, the judiciary, and private practice; however, there is no formal representation from non-governmental organizations.

Canadian law reform commissions review existing laws, pinpoint inequities and research new areas of the law. Their research reports often form the basis for legislative change. For example, in 1987, the Law Reform Commission of Canada produced Report 31, Recodifying Criminal Law. This is a proposal for a new Code of Substantive Criminal Law for Canada. The Code is being drafted to reflect modern Canadian values. Of particular interest to women are the proposals concerning the offence of aggravated assault for domestic violence.

In matters of law reform, the federal and provincial governments consider the proposals of law reform commissions and also conduct internal reviews. In addition, they consult Bar Associations and other non-governmental interest groups including non-professional women's groups.

At present, a large majority of senior positions in law reform commissions and government departments responsible for law reform are held by men, but this preponderance is steadily diminishing as the percentage of women at the Bar increases and as efforts are made to recruit and promote women to these positions.

See also: **Legal Reform - Research**

**Legal Reform - Appointment of and
Training for Judges**

FLS para., 75

International and domestic provisions affecting the rights of women should be interpreted according to the spirit in which they were drafted.

What the FLS paragraphs say:

- judiciary, legal and para-legal personnel should receive training in international and domestic provisions which concern the rights of women; and
- special attention should be paid to the recruitment and training of women for such positions.

Canadian situation:

Continuing education of the judiciary and other legal personnel is generally conducted by the court administration or various judicial organizations, and is often funded by the governments.

The Canadian Judicial Council, which has responsibility for the education and discipline of federally-appointed judges, now includes sessions on gender-related issues in its seminars. Similar initiatives are being taken by the Canadian Judicial Centre, which designs and co-ordinates continuing judicial education for all levels of the Canadian judiciary.

The federal government has responsibility for the appointment of judges to all provincial, superior, district and county courts as well as federally-constituted courts, including the Supreme Court of Canada. The provincial governments are responsible for all other appointments.

In 1981, women constituted nearly 6% of the federally-appointed Canadian judiciary and 15.5% of the legal profession. By 1988, women constituted 8% of the Canadian judiciary and an estimated 20% of the legal profession. Federal appointments of women to the courts from 1980 to 1988 have fluctuated from 4% to 20% of the total number of appointments in each year. Three of Canada's nine Supreme Court judges are women.

In 1987, Bachelor's, First Professional, Master's and Doctoral Degrees in law, granted to women were 46.4% of the total, compared to 41.1% in 1984.

References:

Statistics Canada, Universities: Enrolment and Degrees, 1987, Cat. No. 81-204, Tables 19-21.

Legal Reform - Research

FLS paras., 63,65

Many discriminatory laws or practices remain to be identified. However, as a disadvantaged group, women generally do not have the resources to conduct the necessary research.

What the FLS paragraphs say:

- research should be undertaken to determine where a law may be 'discriminatory or protective' of women's rights; and
- researchers should also investigate the problems associated with the relationship between the law and the role, status and material circumstances of women.

Canadian situation:

Many federal and provincial government departments such as the Women's Bureau at Labour Canada, conduct research on legal issues of concern to women. These studies are often released to the public. The Women's Program of Secretary of State provides funding to non-governmental organizations, such as the National Association of Women and the Law and the National Action Committee on the Status of Women, to study legal issues concerning women. Similar funding is available, upon application, from the Human Rights Law Fund at the Department of Justice. The federal government also funds the Court Challenges Program. This Program provides litigation funding for individuals and groups that launch challenges pursuant to the equality rights and language rights provisions of the Canadian Charter of Rights and Freedoms. The Program is designed to provide access to the courts for women and other minority groups and individuals.

Some government-funded bodies conducting research on legal areas of concern to women include the Canadian Advisory Council on the Status of Women, provincial advisory councils on the status of women, the Economic Council of Canada, the Law Reform Commission of Canada and provincial law reform commissions.

Leaflines, a quarterly newsletter issued by the Women's Legal Education and Action Fund (LEAF), outlines charter litigation, LEAF cases and equality theory. Canadian Charter Equality Rights for Women: One Step Forward or Two Steps Back?, is a comprehensive assessment of the approaches taken over the past three years by governments, courts and lawyers to Charter equality rights. In preparing this report for the Canadian Advisory Council on the Status of Women, the authors identified and analyzed 591 decisions handed down by Canadian courts since April 17, 1985, when section 15 of the Charter came into effect.

Reference:

Brotsky, Gwen and Shelagh Day. Canadian Charter Equality Rights for Women: One Step Forward or Two Steps Back? Ottawa: Canadian Advisory Council on the Status of Women, 1989.



WORK AND FAMILY RESPONSIBILITIES

Child Care

FLS paras., 140,228,230

The demand for child care has increased dramatically over the past decade with escalating participation rates of women in the labour force. Not only do parents need sufficient child care spaces, they are also looking for quality care, available at a reasonable cost.

What the FLS paragraphs say:

- employers should offer child care services to workers;
- governments should offer incentives to employers to provide these services;
- increased public expenditures are suggested to provide for child care services; and
- governments and NGOs should mobilize the mass media and other means of communication to ensure public consensus on the need for men and society as a whole to share with women the responsibilities of rearing children.

Canadian situation:

Under the Canadian Constitution, the provinces have the jurisdictional responsibility for the delivery of child care services. The territories have similar powers under federal statute. Because they are responsible for the design and administration of their own systems, there are differences across Canada in the availability of licensed child care, the size of the user fee, the provision of subsidies, and the quality of service available, reflecting different needs, perceptions and priorities.

Under the Canada Assistance Plan (CAP), the federal government shares, on a 50-50 basis, the eligible costs incurred by the provinces in providing subsidized child care to "families in need". The federal government also provides subsidies for child care for those taking courses sponsored by the Employment and Immigration Commission and the Department of Indian and Northern Affairs contributes to child care on Indian reserves.

The Minister of National Health and Welfare announced a national strategy for child care in December 1987. It consisted of three major elements: new measures to accelerate the creation of good quality child care spaces across Canada; new tax assistance to families with pre-school children and children with special needs; and a fund to support innovative initiatives to meet child care needs.

The new tax assistance measures are now in place. They include a \$200 supplement to the refundable child tax credit in respect of children under 6 years of age to recognize the contribution made by the parent who cares for a child at home. In 1989, the maximum possible child tax credit for which lower- and middle-income parents are eligible is \$765. This includes the new

supplement. There also has been an increase in the child care expense deduction from \$2,000 to \$4,000 for parents of children up to age 6 and children with special needs. The maximum deduction in respect of children age 7 to 14 remains \$2,000 unless the child is disabled. The \$8,000 limit on allowable deductions per family has been removed for all families to ensure that the costs borne by larger families are more adequately recognized. Together, these tax measures, which are basic to the government's child care policy, help 1.4 million families with the costs of caring for their children. Over seven years, the value of these measures is estimated at \$2.3 billion.

The Child Care Initiatives Fund, underway since April 1, 1988, will be available over a period of seven years at a total cost of \$100 million. The Child Care Initiatives Fund is providing funds for creative, innovative leadership in the child care field in terms of supporting research, as well as funding projects designed to seek improved and innovative ways of addressing the child care concerns of parents living in rural communities, those who work extended hours, those who work on a seasonal basis and those who have children with special needs. The Fund also supports projects which address the needs of native families, families from minority cultural backgrounds, and school-age children.

To increase significantly the number of good quality child care spaces across Canada, the government proposed funding which would have been augmented by the provinces in new cost sharing agreements. As a result of the country's fiscal situation, the government has decided not to proceed at the present time with this proposal. However, before the end of its term of office, the government has stated its intention to meet its child care objectives.

In the interim, the federal government will continue to share the cost of child care services eligible for support under the Canada Assistance Plan. The federal government's contribution to the cost of child care is expected to continue to grow from \$160 million in 1987-88 and \$200 million in 1988-89 to an estimated \$240 million in 1989-90.

The National Child Care Information Centre of Health and Welfare Canada has been in operation since 1972. It acts primarily as a resource and information exchange. The Centre is responsible for producing the report, "Status of Child Care in Canada", as well as Fact Sheets on provincial requirements for day care programmes. In addition, the Centre provides guidelines, handbooks and current information to caregivers, centres, other government departments, public and private agencies, parents, educational institutions, hospitals and the general public.

In 1981, the federal government initiated a pilot policy of providing free space and fit-up for a limited number of non-profit workplace day care centres in federal buildings. Five

such centres are currently in operation. In December 1987, the federal government decided to expand this approach significantly and a permanent policy is being developed.

The provinces of Quebec, Ontario, Manitoba and Newfoundland have established a number of similar workplace centres for their employees. The city of Calgary has established a workplace centre for municipal employees. Hospitals have been at the forefront of establishing workplace centres.

Several private sector employers in insurance, banking and manufacturing have also sponsored workplace day care centres for their employees; in most cases providing operating subsidies as well as free space and fit-up. These costs are tax deductible as business expenses.

Canadian unions have also recognized that child care is a legitimate work-related issue and they are incorporating child care initiatives in their bargaining demands. Some unions have been successful in including child care provisions in their collective agreements.

The Women's Bureau of Labour Canada recently commissioned a major research project on work-related child care initiatives, including case studies which provide information on private and public sector employers, on unionized and non-unionized settings, and on various industries across Canada. The study will be released in early 1990.

References:

Mayfield, Dr. Margie I. "Employer-Supported Child Care in Canada", Day Care: The Role of Employers, Distributed by the National Day Care Information Centre, Ottawa, Health and Welfare Canada, 1985.

Report of the Task Force on Child Care, Ottawa, Status of Women Canada, 1986.

Sharing the Responsibility: Federal Response to the Report of the Special Committee on Child Care, Ottawa, Health and Welfare Canada, 1987.

Status of Day Care in Canada 1986: A Review of the major findings of the National Day Care Study, Ottawa, Health and Welfare Canada, 1986.

See also: **Parental Leave and Benefits**

Family Responsibilities

FLS paras., 80,173,228

The education system must reinforce the concept that men and women have equal and shared responsibilities for the care and nurturing of family members, including dependant children and disabled, sick, elderly or infirm relatives as well as equal responsibilities in the maintenance of the household. To do otherwise is to perpetuate stereotypical roles for women and men and to exacerbate the difficulties working women face regarding the 'double workload'.

What the FLS paragraphs say:

- education should promote greater flexibility in the assignment of roles between women and men;
- there should be an introduction of programs, at all levels of the educational system, enabling men to assume equal responsibility with women in the domestic setting; and
- the mass media should also be mobilized to ensure public consensus on this matter.

Canadian situation:

The successful integration of work and family responsibilities is a key element of Canada's governments' goal of economic equality for women.

The Government of Canada is committed to identifying new initiatives it can undertake in its role as legislator, employer and facilitator of social change. At the 1989 First Minister's Conference, Ministers of all governments directed Ministers Responsible for the Status of Women to develop strategies which address the changing relationship between work and family life. The development of the policy and program strategy is based on the premise that family and other social responsibilities should be shared equitably by men and women and that both workers with dependents and workers without dependents should have equality of opportunity and equality of treatment. Accordingly, each jurisdiction undertook to develop a strategy designed to promote the harmonious fulfilment of employment and family responsibilities. Issues surrounding work and family responsibilities were discussed at a February 1989 meeting of Federal/Provincial-Territorial Ministers Responsible for the Status of Women and Ministers of Education.

The development of school curricula is a provincial responsibility. In recent years there has been a move towards having both boys and girls attend courses in home economics and in industrial training at the elementary level.

References:

Integration of Work and Family Responsibilities: Report on Strategies, Submitted by Ministers Responsible for the Status of Women to the Annual Conference of First Ministers, Ottawa, Ontario, November 9-10, 1989.

Labour Canada, Women's Bureau, Leave for Employees with Family Responsibilities, Ottawa, Minister of Labour, 1988.

Statistics Canada, The Characteristics of Dual-Earner Families: Analytic Report No. 3, Ottawa, 1989, Cat. No. 13-588.

Statistics Canada, Women's Work Interruptions, Ottawa, 1986, Cat. No. 99-962.

See also: **Health Education and Plan of Action**
Parental Leave and Benefits

Female Lone Parents

FLS paras., 74,212,294,295

Female lone parents are faced with special economic and social problems. Their numbers are on the increase. Many work for low wages in the formal and informal labour force. They often face difficulties in taking training courses or in furthering their education because of their family responsibilities. Since the traditional assumption that men are 'the head of the household' is still held in many places, female lone parents are often hindered in their access to credit and resources. They may also be invisible in statistics, and may not have their needs recognized in the development of policies.

What the FLS paragraphs say:

- changes should be introduced to ensure female lone parents equal access to resources;
- the use of the term 'head of household' should be eliminated;
- special attention should be paid to the needs of female lone parents in the provision of social services, education, training programs and employment; and
- female lone parents should receive assistance in the discharge of their domestic responsibilities in order to enable their economic independence and effective participation in society.

Canadian situation:

In 1987, 84.7% of all lone-parent families were headed by women. The average income of these families for the same year was \$23,108 while for lone-parent families headed by men the average income was \$37,869.

The equivalent to married tax exemption is a tax measure that is especially beneficial to female lone parents. These women are able to claim one of their children as "equivalent to married" and so receive a larger tax credit (\$850 for 1989) for that child. For those with taxable incomes up to \$27,500 the amount of tax assistance offered by this credit is equivalent to a tax exemption of \$5,000 (1989).

Lone parents can claim a tax exemption for unreimbursed child care expenses incurred when going to work, taking an occupational training course for which a training allowance under the National Training Act was received, or when carrying on research for which a grant was received. (This exemption is also available to the lower-income spouse in two-parent families.)

In September 1985, the Minister of National Health and Welfare, the Minister of Employment and Immigration and provincial and territorial Ministers responsible for social services and labour market matters agreed on a seven point strategy to help social assistance recipients (SAR) achieve greater self-sufficiency.

The SAR Initiative includes: target participation levels for social assistance recipients in Canadian Jobs Strategy training and employment programs; some continued social assistance benefits to ease transition; new programs to enhance the employability of social assistance recipients; employment and training pilot projects; and improved information to allow evaluation of the initiatives undertaken under these agreements.

The Canadian Jobs Strategy provides training allowances for all participants, both full and part-time, in the SAR Initiative programs. As well, dependent care allowances are provided to those individuals who are obliged to pay for the care of young children or disabled dependents. These allowances are especially beneficial for female lone parents. Recently, all provincial governments agreed to extend the SAR Initiative to March 31, 1990 and plans are underway to extend the initiative after that date.

At the provincial level, female lone parents can apply for social assistance and services which are cost-shared by the federal government under the Canada Assistance Plan.

International action by Canada:

In December 1987, Canada participated in the Organization for Economic Cooperation and Development's Conference on "Lone Parents: The Economic Challenge of Changing Family Structures". Member countries examined this growing international phenomenon of lone-parent families -- usually female lone parents and their children -- with a view to clarifying the problems which have emerged and their policy implications.

References:

Conference of National Experts on Lone Parents: The Economic Challenge of Changing Family Structures-Policy Implications, Organization for Economic Co-operation and Development, MAS/WP6 (88)6.

Statistics Canada, Income Distributions by Size in Canada, 1987, Ottawa, Cat. no. 13-207, Table 16.

Statistics Canada, Lone Parenthood: Characteristics and Determinants, Ottawa, 1986, Cat. No. 99-961. See also Cat. No. 99-993.

See also: **Child Care**

Maternity Benefits

FLS paras., 71,140

Women's full participation in the labour market is hindered by their child bearing role and responsibility for child care and the care of other dependants. As well, women may be penalized, either with the loss of benefits, seniority or job, when they leave the labour force for maternity leave.

What the FLS paragraphs say:

- governments should prohibit the imposition of sanctions, dismissal on the grounds of pregnancy or maternity leave, and discrimination on the basis of marital status;
- measures should be introduced which facilitate the return to the labour market of women who have left for family reasons;
- there should be strengthened maternity protection schemes; and
- women should be guaranteed the right to return to work after maternity leave.

Canadian situation:

At present, maternity benefits are paid nationally under the unemployment insurance program for a maximum of 15 weeks at a rate of 60 percent of insurable earnings.

The Canada Labour Code provides for the job security of employees under federal jurisdiction. Provisions ensure the accumulation of seniority, as well as health, disability and pension benefits during the entire leave period consisting of a maximum of seventeen weeks maternity leave for women plus twenty-four weeks of parental leave available to either parent. Provisions also require that employees be notified of promotional and training opportunities which arise during their absence. During maternity and child care leave, employees are presently required to continue payment of normal benefit premiums in order to maintain participation in benefit programs.

Employees under federal jurisdiction are entitled to parental leave under the provisions of the Canada Labour Code. These provisions are explained more fully in the fact sheet on Parental Leave.

A new Bill to amend the Unemployment Insurance Act, Bill C-21 was introduced in the House of Commons in June 1989. It includes the following provisions: the retention of the current 15 weeks of maternity benefits for birthing mothers during the period surrounding childbirth; the provision of 10 weeks of parental benefits to either parent in respect of a new-born or adopted child; and a claimant may receive a combined maximum of 30 weeks of maternity, parental and sickness benefits.

References:

Labour Canada, Women's Bureau, Leave for Employees with Family Responsibilities, Ottawa, Minister of Labour, 1988.

See also: **Family Responsibilities**
Parental Leave and Benefits

Parental Leave and Benefits

FLS paras., 71,140

Both women and men who are natural or adoptive parents should be entitled to parental leave following the birth/adoption of a child. If such a policy were in place and if there were no financial burdens associated with such a leave, more fathers (and mothers) might be encouraged to spend the initial months of a child's life with the child. Both parents should be guaranteed their job on return from parental leave.

What the FLS paragraphs say:

- there should be legislative measures to guarantee that women cannot be dismissed from work on the basis of maternity leave and should be guaranteed their job on return from maternity leave; and
- parental leave following the birth of a child should be available to both parents and preferably shared between them.

Canadian situation:

In 1988, 61% of Canadian women with pre-school aged children were in the labour force and 73% of mothers with children aged 6-15 years were in the labour force.

For workers under federal government jurisdiction, the Canada Labour Code contains the following provisions related to maternity and parental leave:

- an employee is not obliged to take maternity leave unless she is unable to perform an essential function of her job and there is no appropriate alternative job available;
- in addition to a maximum of 17 weeks maternity leave which is available to pregnant employees, parental leave for a maximum of 24 weeks duration is available to natural or adoptive parents - either mother or father;
- during the entire leave period, seniority, health, disability and pension benefits accumulate;
- employees are entitled to be reinstated in their former position after leave expires; and
- if an employer has a valid reason why an employee cannot be reinstated in the same position, the employee must receive a comparable position with the same wages, benefits and in the same location.

In the case of federal public service employees, the terms and conditions of employment directives or collective agreements provide the same treatment except that the maximum period for parental and post-childbirth maternity leave is 26 weeks.

The provinces and territories exercise a similar responsibility in this area under provincial/territorial labour codes governing employees under provincial jurisdiction. These provisions differ according to province or territory.

A new Bill to amend the Unemployment Insurance Act has been introduced in the House of Commons which will provide parental benefits at a rate of 60 per cent of insurable earnings. The Bill includes the following provisions: the retention of the current 15 weeks of maternity benefits for birthing mothers during the period surrounding childbirth; and the provision of 10 weeks of parental benefits to either parent in respect of a new-born or adopted child. The parental benefits may be divided between the parents and may be taken concurrently or consecutively. Further, in the case of a new-born child, the father may take parental benefits while the mother takes maternity benefits.

References:

Labour Canada, Women's Bureau, Leave for Employees with Family Responsibilities, Ottawa, Minister of Labour, 1988.

Statistics Canada, Women in Canada: A Statistical Report, Ottawa, 1990, Cat. No. 89503, 2nd edition.

See also: **Maternity Benefits**
Family Responsibilities

EMPLOYMENT

Credit - Women's Access

FLS paras., 115,128,182,197,214

Women's involvement in the economy as farm operators, entrepreneurs, small business owners, homeowners and consumers is, to some degree, dependent on their access to credit. Sex or marital status may jeopardize a woman's application for anything from small and personal loans to much larger mortgage and business loans.

To promote women's activity in the economy, measures need to be taken to remove legal, cultural and attitudinal barriers. As well, measures are needed to promote women's access to credit.

What the FLS paragraphs say:

- governments should help individual women as well as women in organizations, trade unions, and co-operatives to achieve self-reliance;
 - by removing barriers to credit systems; and
 - by introducing positive measures to increase women's capacity to use these systems; and
- governments should also address the specific needs of rural women, women in industry and trade and women in transportation.

Canadian situation:

The Canadian Human Rights Act prohibits discrimination based on sex, marital status or family status in regard to access to credit from federally-regulated credit lending agencies. Most major banks have explicit non-discrimination policies for lending and several of the provinces have adopted equal credit opportunity guidelines.

Despite the existence of equal credit guidelines, there is some evidence to suggest that, when compared with men, women business owners with loans or lines of credit have been required to put up more collateral and to pay higher rates of interest. However, with the current high representation of women among new entrepreneurs and small business owners, there is increasing recognition in the public and private sectors of their potential contribution to the economy as well as the barriers they face, such as access to credit.

Both federal and provincial governments are sponsoring conferences, seminars and information sessions for women entrepreneurs.

Regionally, organizations such as the Atlantic Canada Opportunities Agency are interacting directly with financial institutions on behalf of specific clients, to foster a better understanding of the needs of entrepreneurial women and to provide resources and support in relation to these needs.

See also: Small Business/Self-Employed Women

Employment Equity

FLS paras., 67,69-71,84,133,137,
138,142,143,145,190,193,194

Legislation is required to ensure the achievement and maintenance of a fair and representative work force and to remedy demonstrated inequality in the work place resulting from systemic discrimination. Such legislation could guarantee equal opportunity and equal access; elimination of past discriminatory practices; equal treatment at all work stages of hiring, promotion, training and during lay-off situations; and equal pay for work of equal value.

What the FLS paragraphs say:

- special measures should be introduced to redress the long history of discrimination against women in the labour market and to promote true equality between women and men;
- new employment opportunities for women in non-traditional and high-growth areas should be provided;
- resources should be allocated to ensure the integration of women;
- the occupational mobility of women to higher paying levels in the labour force should be encouraged;
- employment equity legislation for women should be introduced in the informal and formal sectors, for women who are self-employed and for those working in family enterprises; and
- these measures should ensure the equal right and access to work, equal pay for work of equal value, equal opportunities for employment, training, and promotion, equal right to employment benefits, and appropriate measures for working conditions, health and safety, maternity and child care provisions.

Canadian situation:

In 1986, the proclamation of the Employment Equity Act launched the Legislated Employment Equity Program in Canada.

The stated purpose of the Act was threefold: to achieve equality in the work place by ensuring that ability was the sole criterion for employment opportunities, benefits and advancement; to correct the existing disadvantages experienced by four specifically designated groups (women, aboriginal peoples, persons with disabilities, and persons who are, because of their race or colour, in a visible minority status in Canada) through the use of special measures; and to introduce the concept of "reasonable accommodation" which requires that employers recognize legitimate differences between groups of people and take reasonable steps to accommodate those differences.

The Act, administered by Employment and Immigration Canada (EIC), requires federally regulated companies who employ 100 or more employees to implement employment equity and report annually on

progress made, beginning June 1, 1988. These annual reports plus the consolidated report to Parliament are made available to the public.

The Federal Contractors Program, also administered by EIC, requires contractors with the federal government with 100 or more employees who receive contracts worth \$200,000 or more to implement an employment equity program using the 11 criteria established by EIC. EIC officials conduct on-site compliance reviews to ensure that companies are living up to their commitments. Failure to implement an Employment Equity program can result in companies being barred from any further government contracts.

The Public Service Commission of Canada administers the employment equity policy regulating federal government departments. It also administers special programs to achieve equitable representation and distribution of women, aboriginal peoples, disabled persons and members of visible minority groups. Approximately one half of program resources for aboriginal people, disabled persons and members of visible minority groups are targeted at women. The special programs include OPTION - Non-Traditional Occupations Program for Women, the Access Program for Disabled Persons, the National Indigenous Development Program, the Northern Careers Program and the Visible Minority Employment Program.

In 1989, the Employment and Pay Equity Branch of the Canadian Human Rights Commission was established. The Branch is responsible for examining employment equity data submitted under the Employment Equity Act and may initiate complaints against employers.

The Canadian Charter of Rights and Freedoms permits affirmative action to be used to better the conditions of disadvantaged groups. Almost all of the provincial public services have developed or are developing employment equity policies and programs.

International action by Canada:

Canada is an active member of the International Labour Organization (ILO) which concerns itself with conditions, conventions, principles and standards of employment around the world. Canada was instrumental in the establishment in the International Labour Office of an interdepartmental mechanism to coordinate, monitor and evaluate the work of ILO technical departments in the implementation of the ILO Plan of Action on Equality of Opportunity and Treatment for Men and Women in Employment, which the ILO Governing Body approved in 1987. The essential aim of the mechanism is to ensure more rapid progress towards the integration of women's concerns into all ILO activities.

In October 1987, Canada presented a report on equal employment opportunity programs in Canada to the Monitoring Panel on the Evaluation of Equal Opportunity Programs and Policies for the Organization for Economic Cooperation and Development (OECD).

References:

Employment Equity Act: Annual Report to Parliament, 1988,
Ottawa, EIC, July 1989.

Employment Equity Act: Annual Report to Parliament, 1989,
Ottawa, EIC, December 1989.

ILO plan of action on equality of opportunity and treatment of men and women in employment, Vienna, 1988. (GB, 238/CD/4/3).

See also: **Equal Pay for Work of Equal Value**

Employment Policies and Planning

FLS paras., 132,142-145

As their participation rates continue to increase, women constitute the bulk of the newcomers in the labour market. Women usually have higher unemployment rates and often have more precarious employment situations than men. With the concentration of women in a narrow range of industries and occupations, women are especially vulnerable to job displacement by automation or other labour market adjustments.

What the FLS paragraphs say:

- measures to promote the advancement of women in all types of employment should be consistent with full employment policies;
- the effects of unemployment on women should be dealt with in unemployment programs and women should be integrated into the planning and implementation of such programs; and
- women should be able to benefit equally from job creation programs.

Canadian situation:

In Canada, from 1975 to 1988, the overall participation rate of women in the work force aged 15 and over increased from 44.4% to 57.4%. Between 1980 and 1988, total employment increased by 1,472,000. Women's share of the increase in employment represented 73.6%. The unemployment rate for women in 1988 was 8.3% compared to 7.4% for men. 57.8 percent of all female workers were concentrated in clerical, sales, and service occupations in Canada. In 1988, women represented 79.9% of all clerical workers, 57.5% of all service workers and 46.7% of all sales workers.

Canada has introduced several measures to promote the economic equality of women in employment and to address the problems of unemployment and women. These are addressed in detail in the fact sheets entitled, Employment Equity, Equal Pay for Work of Equal Value and Small Business/Self-Employed Women. Job training programs are detailed in the fact sheet entitled, "Training Programs".

International action by Canada:

International issues concerning women and employment are discussed by the Organization for Economic Cooperation and Development's (OECD), Manpower and Social Affairs Committee. Canada plays an active role on this committee and particularly on its working parties most relevant to this issue: the Working Party on Social Policy; the Working Party on Employment and the Working Party on the Role of Women in the Economy. Canada was active in the development of the OECD's 1980 "Declaration on Policies for the Employment of Women".

In October 1989, the Manpower and Social Affairs Committee of the OECD supported the proposal of the Working Party on the Role of Women in the Economy concerning the creation of a High Level Experts Group in 1990 for the 10th Anniversary of the 1980 Declaration. Canada participated actively in the November 1989 joint OECD-Turkey Conference on "Improving Employment Prospects for Women in a Changing Society: The Years Ahead".

References:

ILO Plan of Action on Equality of Opportunity and Treatment of Men and Women in Employment, Vienna, 1988. (GB, 238/CD/4/3).

Statistics Canada, Canada's Women: A Profile of Their Labour Market Experience, Ottawa, 1989, Cat. No. 71-205.

Statistics Canada, Historical Labour Force Statistics, 1988, January 1989, Cat. No. 71-201.

Statistics Canada, Labour Force Annual Averages, 1988, April 1989, Cat. No. 71-529.

Statistics Canada, Women and the Labour Force, Ottawa, 1989, Cat. No. 98-125.

Statistics Canada, Women in the Workplace: Selected Data, Ottawa, 1987, Cat. No. 71-534. See also Cat. No. 99-940.

See also: United Nations Organizations for Women

Equal Pay for Work of Equal Value

FLS paras., 69,72,137

In virtually all countries, wage differentials exist between men and women, whether they work part-time or full-time. While there are many reasons for this wage differential, the devaluation of jobs performed by women can be traced in part to the systemic discrimination inherent in the traditional remunerative system based on labour market forces. However, an alternative remuneration system exists: equal pay for work of equal value (or pay equity). This system compares dissimilar jobs using common factors (e.g. awards points for skill, effort, responsibility, working conditions) to determine the comparable worth of those jobs and to help close the wage gap for women workers.

What the FLS paragraphs say:

- measures should be introduced which eliminate employment discrimination, particularly differences in wages between women and men who do work of equal value.

Canadian situation:

The scope of the Canadian legislation varies between jurisdictions. Between them, federal and provincial equal pay for work of equal value legislation covers about one third of the Canadian workforce.

Section 11 of the Canadian Human Rights Act, passed in 1977 and in force since 1978, requires that employers under federal jurisdiction pay male and female workers equal pay for work of equal value.* This covers employees of the federal government, Crown corporations and private companies under federal jurisdiction such as banks and telephone companies. Approximately 300,000 women fall within these categories. Equal Wages Guidelines, approved in 1986, state that wage comparisons under Section 11 will be made on the basis of the predominant composition of the occupation or occupational group according to sex, and define how predominance will be determined.

To date, approximately 5,805 federal employees in female-dominated occupational groups have received retroactive and on-going wage adjustments as a result of implementation of Section 11 (e.g., Library Science, Home Economics, Hospital Services).

The Canada Labour Code empowers Labour Canada officials to conduct equal pay inspections of employer establishments and to refer apparent cases of discrimination to the Canadian Human Rights Commission for resolution. The Canadian Human Rights Commission has concentrated its efforts on the resolution of

* **NOTE:** Value is based on the composite of skill, effort, responsibility and working conditions, and is usually determined according to a detailed point system of job evaluation.

formal complaints, while Labour Canada began a proactive program in 1989, to monitor, advise and educate federally-regulated establishments in order to ensure pay equity. The Equal Pay Program of Labour Canada has also been instrumental in promoting pay equity initiatives among employers under federal jurisdiction.

The Joint Union/Management Initiative on Equal Pay for Work of Equal Value (JUMI), has been established to implement pay equity in the federal Public Service. The JUMI, which is being conducted jointly with the 13 Public Service unions could affect the wages of some 81,000 employees in predominantly female occupational groups.

Every province and territory has legislation requiring equal pay for similar or substantially similar work. The following summarizes differences among the provinces and territories with respect to the extent of the legislation and the nature of its implementation:

- Alberta, British Columbia, Saskatchewan and the Northwest Territories have legislation which provides for equal pay for similar or substantially similar work (essentially "equal work").
- The laws of Quebec and the Yukon Territory provide for equal pay for work of equal value on a complaints-based model for the public sector. Quebec has similar provisions for the private sector.
- Since 1985, the laws of Manitoba, Nova Scotia, Ontario, Prince Edward Island and New Brunswick have been revised to provide for pay equity in the public sector, using a proactive approach.
- In 1988, Newfoundland adopted an administrative policy (without enacting legislation) which provides for pay equity in its public sector.
- In 1987, Ontario became unique in legislating pay equity in the private as well as the public sector; Ontario will take a proactive approach to implementation of this legislation by private employers with 100 or more employees.

In 1981, Canada ratified the U.N. Convention for the Elimination of All Forms of Discrimination Against Women, which commits signatories to the principle of equal pay for work of equal value. Canada is also a party to other international instruments, such as Convention 100 (Equal Remuneration) of the International Labour Organization, requiring the implementation of equal pay for work of equal value.

References:

Statistics Canada, Earnings of Men and Women, Ottawa, 1988, Cat. No. 13-217.

Occupational Health and Safety

FLS paras., 70,139,162,204

Because of women's role as child-bearers, in child rearing and their concentration in various sectors of employment, there are special occupation-related health risks and needs for women in the labour force.

What the FLS paragraphs say:

- ° both governments and the private sector should identify and correct harmful working conditions;
- ° legislation should be put into place to improve the formal and informal working conditions of women;
- ° specific focus should be placed on risks to reproductive capabilities, unborn children and pregnant and lactating women; and
- ° the health impacts of new technologies on women should also be identified.

Canadian situation:

Constitutional authority for provision of health services and for labour relations is shared with the provinces. All federal power in the territories exists by agreement of a transfer of power. Each jurisdiction in Canada has its own occupational health and safety laws, including the Canada Labour Code for workers under federal jurisdiction. The legislation provides workers with minimum standards of protection in the workplace and standards apply equally to men and women, with the exception of a few special protective measures which still exist to allow greater protection for pregnant workers. The province of Quebec has legislated the right of pregnant or breastfeeding workers to protective reassignment.

Health and Welfare Canada is currently working on amendments to the Radiation Emitting Devices Regulations in areas pertaining to ultrasound and x-ray equipment.

As a major employer, the federal government has played a leadership role in establishing a comprehensive set of policies and standards covering a broad range of Occupational Safety and Health issues. These Treasury Board directives were developed in consultation with employee unions and are subjected to regular reviews aimed at addressing problem areas.

The Treasury Board has also directed departments to make every effort to transfer pregnant employees who are concerned about the performance of certain duties during pregnancy.

The Federal-Provincial Advisory Committee on Environmental and Occupational Health has prepared a document entitled, The Pregnant Worker - A Resource Document for Health Professionals.

Women, Paid/Unpaid Work and Stress: New Directions for Research, published by the Canadian Advisory Council on the Status of Women, focuses on how the various combinations of women's work -- paid and unpaid, inside and outside the home -- interact within different family settings to create stresses detrimental to women's health. The paper proposes a number of ways to reduce or eliminate stress and includes a comprehensive bibliography.

References:

Chenier, Nancy Miller. Reproductive Hazards at Work: Men, Women and the Fertility Gamble, Ottawa, CACSW, December 1982.

Labour Canada, Women's Bureau, Annotated Bibliography on Reproductive Health Hazards in the Workplace in Canada, Ottawa, Minister of Supply and Services, 1988.

Labour Canada, Women's Bureau, The Selective Protection of Canadian Working Women, Ottawa, Minister of Labour, 1989.

Lowe, Graham S. Women, Paid/Unpaid Work and Stress: New Directions for Research, Ottawa, Canadian Advisory Council on the Status of Women, 1989.

The Pregnant Worker - A Resource Document for Health Professionals, Federal-Provincial Advisory Committee on Environmental and Occupational Health, Ottawa, September, 1986.

Part-time Work

FLS paras., 135,147

The majority of part-time workers are women. Part-time workers are disadvantaged in terms of wages, pensions and other benefits, job security and upward mobility. There is a high degree of occupational segregation and a low rate of unionization among part-time workers.

What the FLS paragraphs say:

- measures should be introduced:
 - to avoid exploitation of part-time workers; and
 - to reduce the trend toward the feminization of part-time, temporary and seasonal work.

Canadian situation:

In 1988, 72.0% of all part-time workers in Canada were women and 23.5% of those women were working part-time because they could not find full-time employment.

In 1983, the Wallace Commission of Inquiry into Part-Time Work released a report which made a number of recommendations designed to improve the conditions of part-time workers, including the extension of benefits on a pro-rated basis. Similar recommendations were adopted by the Parliamentary Subcommittee on Equality Rights (Boyer Committee) in its 1985 report, Equality for All.

The government's 1986 response to the Boyer Committee, Toward Equality, included the government's agreement that part-time workers should be included in employer-sponsored benefit plans. The Pension Benefits Standards Act was subsequently amended to enable certain part-time workers under federal jurisdiction to participate in such plans. A number of the provinces have taken legislative action to require that part-time workers be included in employer-sponsored pension plans.

In 1985 and 1986, Labour Canada undertook a Survey of Part-time Employment in Federally Regulated Industries. In 1987, consultations were held with organized labour, business associations, women's groups and other interested parties to discuss survey findings. While there seemed to be consensus that part-time workers should be treated fairly, divergent views were expressed as to how this should be accomplished. Labour Canada is currently considering the situation of part-time employees in the context of a general review of the labour standards provisions of Part III of the Canada Labour Code.

The federal Public Service Part-Time Employment (PTE) policy was reviewed in the summer of 1988 and a revised policy statement was published in 1989. The revised statement emphasizes the positive potential of PTE in the achievement of operational and human resource objectives. Improvement was also made to the benefits package accorded to PTE employees as a result of the last round of negotiations with the Public Service Alliance of Canada.

The Public Service Commission of Canada developed two seminars on part-time work in the federal Public Service directed to departmental managers and to potential part-time employees. The seminars, designed as a tool to facilitate and promote government-wide acceptance of part-time work, are successfully delivered in many regions.

References:

A Survey of Part-time Employment in Federally Regulated Industries, Vol. 1 and 2, Ottawa, Labour Canada, 1985 and 1986.

Part-time Work in Canada: Report of the Commission of Inquiry into Part-time Work, Ottawa, Labour Canada, 1981.

Statistics Canada, Labour Force Annual Averages, 1988, April 1989, Cat. No. 71-529, Table 19.

Small Business/Self-Employed Women

FLS paras., 67,113,195-198

Most women in the labour force are employed in small businesses. Women are also entering this sector in increased numbers as entrepreneurs. There remain, however, specific obstacles to women's involvement in business and trade, most notably, access to credit and capital.

What the FLS paragraphs say:

- measures should be introduced which recognize the importance of and provide support to self-employed women, women traders, women in small industries and women in family enterprises, including:
 - access to credit and finance;
 - promotion of grass-roots participation;
 - promotion of women's trade associations;
 - provision of training facilities; and
 - technological advice and guidance, career counselling, loan guarantees, and market development services.

Canadian situation:

The crucial role of the small business sector in relation to job creation is well identified in Canada's economic development strategy. New business formation and the growth of small enterprises have fuelled Canada's recovery from the 1981-82 recession, and are responsible for the majority of jobs created over the past decade. Small businesses now constitute approximately 98% of all companies in Canada.

Although statistics on women entrepreneurs are sketchy, and while many of them co-own their businesses with their spouses, it is still apparent that women own and operate more small businesses than ever before. The most recent data show that the number of women entrepreneurs (business owners) grew four times as fast as did male entrepreneurs between 1981 and 1986, increasing by more than 27% during the 1981-86 period compared to a more modest 6.5% rise in the case of males. Women were also responsible for more than half of the net increase in the number of owner-operated businesses during this same period. Female entrepreneurs tend to be in service industries such as retail and wholesale trade, business and personal services, and insurance and real estate.

There is an increased recognition by government of the role that women entrepreneurs play, especially in the small business sector, by creating jobs, by stimulating economic activity and by contributing to economic growth. Some provinces have implemented specific programs directed to women entrepreneurs, (e.g. La Direction de la Promotion de l'entrepreneurship féminin, Québec Department of Industry, Commerce and Technology). Several projects designed to encourage and develop entrepreneurial skills have been funded by Employment and Immigration Canada under the Innovations Program of the Canadian Jobs Strategy. One project,

funded by this program, is the testing of three approaches to instruct employment-disadvantaged women in becoming entrepreneurs.

Industry Science and Technology Canada (ISTC) has a mandate to develop and implement national policies to foster entrepreneurship and the start-up, growth and expansion of small businesses. The National Policy on Entrepreneurship announced by ISTC in 1988 is intended to raise awareness and support for entrepreneurship in Canada. The Entrepreneurship Awareness Program supports initiatives of non-profit organizations, such as women's organizations. A communications campaign will target women as a specific audience.

In 1988 when ISTC made its presentation under the Canada Awards for Business Excellence, an initiative which recognizes the work of, and honours entrepreneurs, a female entrant was a double winner.

The May 1985 and February 1986 federal budgets contained several measures favourable to the financing of small businesses, including a reduction of the tax rate on small business income and the provision of deductions for allowable business investment losses incurred as a result of investments in the shares or debt of small Canadian businesses. Effective January 1, 1988 all small businesses became eligible for the full \$500,000 capital gains exemption. Effective July 1, 1988 the federal tax rate for qualified Canadian controlled private corporations was reduced to 12.8%.

In Atlantic Canada, the Atlantic Canada Opportunities Agency (ACOA) is intent on favouring the development of the individual entrepreneur and the small and medium business climate. The ACOA provides direct support to women who are self-employed or who operate a small business.

The Federal Business Development Bank (FBDB) is a Crown corporation which promotes the establishment and development of business enterprises in Canada, especially small and medium-sized businesses, by providing loans and venture capital. The Bank also offers extensive management counselling, information, training and planning services to both men and women and organizes specific events designed exclusively for female entrepreneurs. The FBDB's services are made available all across Canada through a broad network of branches and regional offices.

In January 1988, the FBDB established an Advisory Committee Program on Female Entrepreneurship to report on the needs of women entrepreneurs in launching or operating a business and to advise the FBDB on ways it could best address those needs.

References:

Data from Government of Canada Regional Industrial Expansion, Small Business Office.

Department of Regional Industrial Expansion, A Statistical Profile of Small Businesses in Canada, Ottawa, December 24, 1986.

Statistics Canada, The Labour Force - Self-Employment in Canada, Ottawa, February 1988, Cat. 71-001.

See also: **Credit - Women's Access**

Technological Change

FLS paras., 191,192,200,202-205

Structural changes in the economy have set a pattern of increased employment in the service sector (where women are concentrated) and declining employment in primary industries (where men are the majority of workers). The areas where women are concentrated are key targets for the introduction of technological change, especially in microelectronics. Technological advances have contributed to an increasing concentration of jobs that either demand high skill levels or are entry level with little opportunity for advancement. The occupational segregation of women increasingly raises the question, "How can women upgrade their skills and enhance their advancement opportunities in order to receive benefits from technological changes?"

What the FLS paragraphs say:

- ° governments should view women as both users and agents of change in technology, and promote the full participation of women in decision-making and implementation processes;
- ° the technological and managerial skills of women should be encouraged so that women are not restricted to service-level jobs;
- ° governments should assess the impact that technological change will have on women in order to ameliorate any possible adverse effects and ensure that women can benefit fully;
- ° there should be increased access to scientific and technological training and technological change should be used to increase women's access to jobs in new industries; and
- ° working conditions should be improved and appropriate technology should be designed and implemented with women in mind.

Canadian situation:

Between 1973 and 1988, close to 3.5 million jobs were created in Canada and the great majority were in the service sector. In 1988, 57.5% of all service sector workers were women. Two-thirds of women workers in Canada are concentrated in positions that are prime targets for the introduction of microelectronic technology.

Under the Canadian Jobs Strategy of Employment and Immigration Canada, training programs are provided to promote labour force adjustment to technological change. The two most pertinent programs are Skills Shortages and Skills Investment. Skill Shortages assists employers to meet their critical needs for qualified workers in designated occupational skills, particularly non-traditional occupations. Every effort is being made to increase the participation of women in these occupations. Skill Investment assists employed persons to retain their employment by upgrading current skills or by learning new skills in response to technological or market changes.

Labour Canada has allocated \$1 million a year to its Technology Impact Program to support research studies and demonstration projects that will broaden understanding of technological change. In 1989 a summary of project results was published under the title Technology Impact Program Project Results. In 1987, the Economic Council of Canada completed a major study on the labour market impacts of technological change, including an analysis of how such change affects women.

The Canada Scholarships Program of Industry, Science and Technology Canada, described on the fact sheet entitled, "Education - Women's Access", provides funds for women and men to pursue undergraduate studies in the natural sciences and engineering, with 50% of the scholarships being targeted toward women.

International action by Canada:

Within the United Nations Intergovernmental Committee on Science and Technology for Development (UNICSTD), Canada has played a leading role in promoting the participation of women as agents and beneficiaries of science and technology (S&T) on an equal basis with men. This leadership is evidenced by several actions of the Canadian delegation to the UNICSTD, including the introduction of a resolution in June 1986 which endorsed the Forward-looking Strategies as a comprehensive framework for advancing the status of women in the field of S&T for development to the year 2000. Canada ensured that the follow-up to the UNICSTD resolution formed a major part of the work-plan of the Centre for Science and Technology for Development.

Canada has also given strong support to UNESCO's work to integrate more women into the science and technology professions.

References:

Economic Council of Canada, Making Technology Work: Innovation and Jobs in Canada, A Statement by the Economic Council of Canada, 1987.

Statistics Canada, Historical Labour Force Statistics, Actual Data, Seasonal Factors, Seasonally Adjusted Data, 1988, Ottawa, Cat. No. 71-201.

Statistics Canada, Labour Force Annual Averages, 1988, Ottawa, April 1989, Cat. No. 71-529, Table 14.

Statistics Canada, Target Group Data, Characteristics of Women in the Labour Force, Selected Data, Canada and the Provinces, Ottawa, May 1985, Table D-1(b).

Williams - Tierney, Lindy and Gail Munteer. Women and Microtechnology, Ottawa, Canadian Advisory Council on the Status of Women, March 1985.

Trade Unions and Women

FLS paras., 72,90,91,135

Organizing women in the workplace may be an effective strategy of improving pay, benefits and working conditions for women workers. It may also be an important means to achieving gains for working women in such areas as equality of opportunity, equal pay for work of equal value, child care, leave, and protection against technological change. One means of achieving these gains is in improving women's representation in the decision-making positions in trade unions.

What the FLS paragraphs say:

- governments should protect the right of women to organize; and
- trade unions should:
 - increase the number of women in their ranks;
 - promote awareness of women's political rights;
 - ensure equity in all jobs; and
 - avoid exploitation, especially of part-time workers.

Canadian situation:

According to Statistics Canada data for 1987, 26.1% of the total number of women in paid work are union members, compared to 40.0% of men. While 37.4% of all union members are women, only 19.6% of union executive board members are women.

Approximately 90% of Canadian workers are under the jurisdiction of the provinces and are subject to provincial labour legislation. The other 10% fall under federal jurisdiction and are protected by federal labour legislation including the Canada Labour Code.

The federal jurisdiction, British Columbia, Quebec, Newfoundland and Manitoba have legislation which ensures that workers seeking a first contract have access to compulsory arbitration, thus providing additional protection for the organizing process and fledgling union organizations.

The union movement in Canada is allocating increasing resources toward organizing sectors in which women predominate, such as banking and retail sales.

References:

Statistics Canada, Corporations and Labour Unions Returns Act, Part II - Labour Unions. Unpublished information.

Statistics Canada, The Labour Force, Ottawa, December 1988, Cat. No. 71-001, Table 65.

Statistics Canada, Union Formation and Dissolution, Ottawa, 1986, Cat. No. 99-963.

Training Programs

FLS paras., 116,128,136-138,141,144
170-172,190,198,199

To date, women's participation in training programs has usually reflected their labour force participation: occupationally segregated and concentrated in low-paying, dead-end jobs. To ensure that women are able to participate fully in the labour market, they need to have access to marketable skills training, a greater range of occupational options from which to choose, and special measures to alleviate the high unemployment and rapid technological developments which affect women in particular. Thus, training programs need to target women and must deal with their special needs and concerns.

What the FLS paragraphs say:

- training programs for women should be put into place specifically:
 - to aid women re-entering the labour force;
 - to promote occupational desegregation;
 - to help women in declining sectors;
 - to recruit women in high-growth, non-traditional and traditional sectors; and
 - to ensure that women benefit equally from job creation programs; and
- these programs should:
 - provide training materials;
 - offer guidance and career counselling;
 - allocate resources; and
 - ensure that women in these programs are provided with stipends.

Canadian situation:

In 1985, the federal government introduced the Canadian Jobs Strategy (CJS) to provide skill development and meaningful employment to Canadians. Central to all CJS programs is the principle of employment equity. Women, aboriginal peoples, visible minorities and persons with disabilities are those groups targeted for special attention. To enable these designated group members to have access to and fair representation in the labour market, the CJS has set measurable targets for their participation. In addition, there are programs specific to the needs of youth and social assistance recipients and a range of services for older workers.

While undertaking training, either full-time or part-time, income support in the form of unemployment insurance benefits or allowances is available to participants. Supplementary allowances may also be available to help defray costs of transportation, child care, commuting or living-away-from-home. The CJS helps women enter occupations which are in demand and improve their representation across all occupations and at all levels within occupations. Particular efforts are made to assist

women in training for non-traditional occupations. Women's participation in federally-sponsored training programs has increased from 37% under previous labour market programs to 43.1% under the Canadian Jobs Strategy in 1988-89. Measures are being implemented to promote the training of women for a broad range of occupations.

Under the Job Entry program, the Re-Entry option is specifically targeted to women having difficulty making a successful transition into the labour market. Projects combine training and training related work experience and may offer language, numeracy and literacy training, where required.

To increase awareness of the job situation of women in trades and encourage women to consider these fields, the Women's Bureau commissioned, Building the Future: Profiles of Canadian Women in Trades. This document looks at the experience of tradeswomen working in large and small companies, participating in cooperatives, running their own businesses or planning to do so in the future.

The Fitness and Amateur Sport Women's Program has expanded the Women in Sport and Fitness Leadership Program for female sport administrators. The program now offers financial support for the training of women for leadership in the technical aspects of sport, such as coaching.

The Public Service Commission of Canada administers the OPTION: Non-Traditional Occupations Program for Women to increase the number of women in non-traditional occupations in the federal Public Service. The OPTION Program, covering a wide range of occupations in non-traditional categories, provides on-the-job training, work experience, career advancement and career planning assistance to program participants.

Reference:

Braid, Kate. Building the Future: Profiles of Canadian Women in Trades, Ottawa, Women's Bureau, Labour Canada, 1989.



ECONOMIC POLICIES AND PLANNING

Economic Policies and Planning -
Impact on Women

**FLS paras., 108,109,112,
113,118,197**

Laws, programs and policies have different impacts on people in different situations. Since women and men have different economic situations (largely as a result of the sexual division of labour, both in productive and reproductive activities) it is necessary to recognize the different impacts that economic policies may have on them. International development programs and the implementation of structural adjustment programs frequently do not take into consideration the role of women in development, and consequently, this neglect may retard the overall process of development. When domestic or international development policies are created, the differential impact of economic policies on men and women should be taken into account.

What the FLS paragraphs say:

- ° adjustment programs which do not adversely affect women are needed to address current economic problems and imbalances within world monetary and financial systems;
- ° governments should recognize the impact that economic adjustment policies may have on women, especially in trade and commerce;
- ° governments should promote the full participation and integration of women by ensuring adequate resources and the removal of barriers to their participation; and
- ° governments, international development agencies and non-governmental organizations must include in their development planning economic and social objectives that guarantee the effective participation of the entire population, especially women.

Canadian situation:

Over a period of many years, women and women's groups have had some success in raising the profile of women's issues at all levels of the Canadian government. During 1985, this developed into a consideration of the concerns of women at the First Ministers' Conference on the Economy, held in February, 1985. At this Conference, particular effort was made to incorporate an awareness of economic policy impacts on women in the areas of trade, investment, regional development and training.

At the November 1986 First Ministers' Conference, First Ministers endorsed the document, entitled Towards A Labour Force Strategy: A Framework for Training for Women. This document outlines measures to ensure equality in education and training for women. The federal government also tabled its work-plan, entitled Dimensions of Equality: A Federal Government Work-plan for Women. This document outlined measures that each department intended to undertake in promoting equality for women.

In 1989, Dimensions of Equality: An Update of the Federal Government Work Plan for Women was released. This document assessed the government's progress in addressing the issues set out in the 1986 workplan.

At the November 1987 First Ministers' Conference, Progress Reports on the implementation of the measures outlined in the document, Toward a Labour Force Strategy: A Framework for Training for Women, were submitted to the First Ministers. In addition, First Ministers endorsed the document entitled, Work and Family Responsibilities, and directed their Status of Women Ministers to develop a strategy which would address the changing relationship between work and family life. Status of Women Ministers submitted the document, Integration of Work and Family Responsibilities: Report on Strategies to the First Ministers at their November 1989 Annual Conference in response to this request. An Assessment and Progress Reports on the implementation of the measures outlined in the document Towards A Labour Force Strategy: A Framework for Training for Women were also submitted to the First Ministers.

In June of 1989, the government announced the Canadian Aboriginal Economic Development Strategy. This strategy includes a call for new approaches to explore and promote "more effective ways to address the economic development of Aboriginal women".

International action by Canada:

Canada fully supports the intent of these paragraphs and their strategies, recognizing that development will be hindered if special attention is not paid to the role of women in development programs, particularly if women are not beneficiaries of and actively involved in their planning, design and execution. In various organizations, including the United Nations, the World Bank, and the regional development banks, Canada has been adamant that development programs take into consideration their impact on women, and that these programs be designed to promote the advancement of women. This includes alleviating some of the effects of macro-economic adjustment in developing countries.

Canada's aid program specifically and overtly evaluates the impact of all its projects on women, from the conceptual to the execution stage. In addition, special courses have been provided to train Canadian International Development Agency staff on the importance of women to development programs. Similarly, the 1988 aid strategy emphasized the increased participation of women as one of Canada's six development priorities.

The effects which international economic, social and trade policies have on women are beginning to be better addressed by a number of international organizations.

Within the Organization for Economic Cooperation and Development (OECD), Canada plays an active part on the Working Party on the Role of Women in the Economy (WP6). The Canadian government has

provided financial support for comparative international background studies on child care and on combining family/employment responsibilities for the OECD Experts Conference on the Economics of Lone Parents Families, held in December, 1987. A number of Canadian experts participated in the conference. Canadian experts were also active in 1988 and 1989 on the Evaluation Panel's Report, "Equal Employment Opportunity Policies and Programmes".

Canada is a member of the World Bank which aims to promote economic growth and alleviate poverty. Canada collaborates with the World Bank's Women In Development (WID) Division. The WID Division is initiating the Bank's first policy work in this field, organizing associated research and expanding operational support focused on economic strategy (including structural adjustment programs), agriculture, education and safe motherhood. In association with the Bank's geographical regions, the Division has begun "country action plans" in Kenya, Ethiopia, India, Bangladesh, and Bolivia and has been asked to begin several others. In cooperation with the Bank's Africa Region, it has also begun a United Nations Development Programme (UNDP) project to raise the agricultural productivity of African women.

Canada is also a member of the International Monetary Fund (IMF) which promotes international economic and financial cooperation. Canada advocates greater sensitivity to the role of women within the IMF. More generally, the Government of Canada has strongly supported the augmentation of resources for the Structural Adjustment Facility (SAF) and the Enhanced Structural Adjustment Facility (ESAF). Canada has also endorsed the increase in the IMF quota which is needed to strengthen the strategic role of the IMF in establishing the conditions required for sustained growth in developing countries. Canada recognizes that only in such an environment will it be possible to make steady and meaningful progress in improving the economic, social, and political position of women in the modern world. Furthering the need to study the opportunities of and impact upon women of development, the joint IMF/World Bank Development Committee decided in September 1989 to give the subject full consideration at its fall 1990 meeting.

The Report of a Commonwealth Expert Group on Women and Structural Adjustment, entitled Engendering Adjustment for the 1990s, was presented to the September 1989 Commonwealth Finance Ministers Meeting and to the October 1989 Commonwealth Heads of Government Meeting. The ten member Expert Group (including one Canadian) recommended new approaches for alleviating the adverse effects on women of structural adjustment policies. Heads of Government endorsed the recommendation for more intensive discussion of the report at regional levels and for the holding of an intergovernmental meeting involving relevant international institutions, to focus on broader adjustment strategies which take into account the needs of women. They also recommended that Commonwealth Ministers Responsible for Women's Affairs give further consideration to the Report at their meeting in Ottawa in October 1990.

References:

A Framework for Economic Equality for Canadian Women, Annual Conference of First Ministers, Halifax, November 28-29, 1985. Document 800-21/060.

Canadian Advisory Council on the Status of Women, Fine Balances: Equal Status for Women in Canada in the 1990s, Ottawa, Canadian Advisory Council on the Status of Women, March 1987.

Dimensions of Equality: A Federal Government Work-plan for Women, Ottawa, Status of Women Canada, 1989.

Integration of Work and Family Responsibilities: Report on Strategies, Annual Conference of First Ministers, Ottawa, November 9-10, 1989. Document 800-27/008.

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Towards a Labour Force Strategy: A Framework for Training for Women - An Assessment, Annual Conference of First Ministers, Ottawa, November 9-10, 1989. Document 800-27-007.

Towards a Labour Force Strategy: A Framework for Training for Women - Progress Reports, Annual Conference of First Ministers, 1987, Document 800-24/008 and 1989 Document 800-27-006.

See also: **Women and Third World Development Assistance**

Industry - Women's Involvement

FLS paras., 189-199

In countries of both high and low levels of economic development and industrialization alike, women industrial workers are generally employed in a narrow range of low-income, low-skilled, low-productivity jobs. A high concentration of women workers is often found in the food-processing, textile, clothing and electronics industries. While industries such as food-processing are perhaps less vulnerable to international competition, these industries in general are labour intensive, sensitive to market fluctuations, have a low level of technological development, and often guarantee neither safe working conditions nor secure employment.

What the FLS paragraphs say:

- ° there should be increased participation of women at all levels of decision-making in industries;
- ° increased earning levels for women in industry and improved working conditions are needed;
- ° governments should work towards eliminating the labour market gender-bias and encourage women to become involved in non-traditional areas through the training and use of technology to enhance skills and promote diversification; and
- ° there should be a recognition of the impact that short-term economic adjustment policies have on women.

Canadian situation:

Gender, wages and perceived skill level of industrial work have become closely linked over time. By far the majority of women employed in the manufacturing sector are concentrated in low skill, low wage occupations. Many women working in these jobs experience unsafe or stressful working conditions and/or lack of job security. While developments in technology have certainly altered the nature of work in many manufacturing industries, the production activity often continues to be labour intensive.

While Canadian women held 28.5% of all jobs in the manufacturing industries in 1988, they were concentrated in clerical occupations and in the processing of food, leather, textiles and clothing. Average weekly earnings in these sectors were consistently lower than the overall average for manufacturing industries. For example, average weekly earnings in the clothing sector were \$310.92 in 1988, much lower than the overall average of \$544.76. Women held 75% of all jobs in the clothing sector. By contrast, the transportation equipment sector, which is at the upper end of the wage scale with average weekly earnings of \$646.75, is dominated by men (81% of all jobs).

According to the 1981 Census, the Canadian manufacturing industry workforce is largely composed of women and men who were not born in Canada and whose mother tongues are neither English nor French. Many of these immigrant women have less than a grade 9 education.

Under the Canadian Jobs Strategy, Employment and Immigration Canada is taking a number of steps to ensure women have equal access to training and employment opportunities. Through the Job Entry and Re-Entry options, CJS is providing training to young women and women entering the labour force in a wider range of jobs. In addition, a variety of special measures have been introduced to help address labour force segregation. Under the Skill Shortages Program, seats can be reserved for women in institutional training courses for occupations where there is a new or growing demand or which have been designated as "non-traditional"; and proposals from employers to help women enter non-traditional fields can be actively solicited and given priority. EIC will continue to encourage provinces to improve women's participation in apprenticeship.

International action by Canada:

Canada is a member of the United Nations Industrial Development Organization (UNIDO) which assists the establishment and operation of industries in developing countries. In recent years, the Canadian government has been instrumental in encouraging UNIDO's increased focus on the role which women play in industrial development. At the 1987 General Conference, Canada encouraged the drafting and adoption of a resolution requesting that: specific attention be paid to women in all technical co-operation and promotion activities, especially with regard to training, small-scale industry and agro-industry; that there be increases in the number of women employed at all professional levels, particularly at senior levels, both at Headquarters and in the field; and that there be increased participation by women in industrial activities at all levels within Member States.

References:

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Statistics Canada, Employment, Earnings and Hours, Monthly, January and August 1987.

Statistics Canada, Population and Labour Force, Labour Force Activity by Cultural Characteristics, 1981 Census of Canada, Cat. No. 92-922.

Statistics Canada, The Labour Force, Ottawa, December 1986 and December 1987, Cat. No. 71-001, Table 65 and unpublished data.

See also: **Trade Unions and Women**
United Nations

Trade and Women

FLS paras., 189-199

Women are affected by government economic policies in areas such as trade, both as workers in the specific industries related to trade and as small business owners. Government trade policies should recognize the positive contributions of women in these areas and seek to remove any negative impact of trade policies on women.

What the FLS paragraphs say:

- governments should promote the full participation and integration of women in trade through:
 - providing alternative sources of funding;
 - removing legislative and administrative impediments to women's access to credit; and
 - providing loan guarantees, technical advice, etc.;
- governments should provide training opportunities to women traders to increase their efficiency, security and income;
- governments should encourage the establishment and reinforcement of women's trade associations; and
- governments should recognize the potential impact of short-term economic adjustment policies on women in the area of trade.

Canadian situation:

The Canada-United States Free Trade Agreement came into effect on 1 January 1989. The agreement was negotiated by the government in the belief that this agreement will give Canada the best chance of prospering in the competitive world economy of the twenty-first century. The free trade deal will govern the important area of trade in services, a sector in which Canadian women predominate. In addition, it allows for a phase-in period of ten years in order to ensure that workers and firms have time to gear up for the new opportunities created by free trade. A number of free trade impact studies have predicted that this agreement will lead to significant increases in employment, particularly for women, because the largest number of jobs will be created in the rapidly expanding service sector.

The Advisory Council on Adjustment, which was appointed to advise the government on the adequacy of existing adjustment programmes and how to deal with the process of adjustment, reported in March 1989. Their report stressed that the adjustment process was a continuing function of a healthy economy, that adjustment assistance should be available to workers displaced by economic change of any kind, and that strengthening Canada's employment training was an important aspect of adjustment.

The federal government's Canadian Jobs Strategy (CJS) was established in 1985 to prepare Canadians for a changing labour market through training, job development and relocation of workers. Women are specifically targeted for training in certain streams. Employment and Immigration Canada (EIC) is currently

assessing the CJS to ensure that women's training needs are being addressed and that women are receiving their fair share of training dollars. EIC also operates the Employment Service which provides counselling, referral and placement services to women and men.

The Industrial Adjustment Service (IAS) of EIC facilitates the voluntary establishment of Joint Consultative Committees, on which labour and management are equally represented and who work co-operatively to develop and carry out an action plan designed to address labour market changes stemming from new technologies, changing preferences, altered trade conditions and reorganization of firms.

International action by Canada:

The United Nations Conference on Trade and Development (UNCTAD) has a mandate to promote international trade, particularly with a view to accelerating the economic growth of developing countries. Discussion on women's role has taken place only in the context of the economic development of the least developed countries, where the subject is considered to be a priority at the national level.

In 1985, the UNCTAD Secretariat prepared an analytical document on the role of women in the poorest countries. There is, however, no specialized body within UNCTAD whose specific role is to examine such questions.

References:

Canada - U.S. Free Trade Agreement: An Economic Assessment,
Ottawa, Department of Finance, 1987.

Canada - U.S. Free Trade Agreement and Women - An Assessment,
Ottawa, Status of Women Canada, 1988.

Consumers and Free Trade - Les Consommateurs et le Libre-Échange,
Ottawa, Consumer and Corporate Affairs, 1987.

Study of the Impact of Potential Free Trade in Textiles and Clothing between Canada and the United States, Final Report,
Government of Canada, Ottawa, Textile and Clothing Board, 1987.

See also: **Credit - Women's Access**



HUMAN ENVIRONMENTS

Energy

FLS paras., 218-223

Many developing countries are experiencing serious energy shortages which are reflected in increasing rates of deforestation, desertification and low agricultural productivity. Heavy reliance on biomass energy sources, including woodfuel, dung and crop residues, coupled with inadequate access of large sections of the population to basic resources, has led to unsustainable use and deterioration of existing resources.

Rural women are especially affected by dwindling resources as they are the main consumers of household energy, are dependent on freely-collected biomass energy for cooking and are mainly responsible for the collection of wood and other fuel materials. Reduced biomass energy supplies mean that women must walk great distances and spend more hours to collect fuel. The type of stoves used for cooking and the conditions in which they are used also have adverse effects on women through eye and respiratory diseases.

Although women and their work are severely affected by decreasing biomass energy resources, these are seldom included in decision-making processes and planning. Women's energy needs are usually neglected in energy planning and development projects which are generally oriented towards industrial and commercial use.

What the FLS paragraphs say:

- ° governments should see women as producers, users, and managers of energy sources;
- ° governments should improve energy availability with a view of women as producers and consumers;
- ° governments should integrate women in national energy programs;
- ° governments should assess energy sources and technology to reduce the drudgery of poor urban and rural women;
- ° governments should use technology to substitute energy for muscle without a loss of jobs for women through retraining and other adjustments; and
- ° governments should promote the grass-roots participation of women.

Canadian situation:

Analysis of Canadian energy producers and consumers has not been differentiated by sex nor have energy strategies been targeted specifically to women or men. Policies are in place to provide information on energy conservation and alternative energy sources.

International action by Canada:

The federal agency, Canadian International Development Agency (CIDA), is responsible for providing development assistance. As

part of CIDA's strategy to include women in development, in the coming years the agency will be incorporating the role of women as agents and beneficiaries of the development process into energy project guidelines and will assess the role of women in energy studies.

The Women in Development Unit of the Crown corporation, International Development Research Centre (IDRC), has a strong interest in research related to energy, especially regarding access to, and the availability of, fuel, wood conservation and social forestry such as the design and use of safe, fuel-efficient cookstoves in both rural and urban settings. Ongoing IDRC research projects related to women and energy are presently in progress in India, South and South East Asia, Burkina Faso and Lesotho. In 1988 and 1989, IDRC formed a network of African and Canadian researchers to examine the role of the participation of women in natural resource management. Particular attention is being focused on energy and the attendant problems of deforestation and desertification. The Unit also works closely with ongoing energy initiatives within the Centre to incorporate a gender analysis in the research being supported.

Environment

FLS paras., 224-227, 292, 293

In many countries women have relied on the land and its resources to provide their traditional means of livelihood. Inappropriate land use, as well as natural and human-made disasters such as hurricanes and desertification, have deprived many of these women of their sources of income. Because women are likely to be greatly affected by environmental policies, they should be included as participants in programs to restore the environment.

What the FLS paragraphs say:

- there should be a provision of alternative options for women who have been deprived of their traditional source of income through environmental degradation;
- equal opportunities should be available for women to participate in programs to upgrade the environment;
- improved sanitary conditions should be provided;
- there should be a mobilization of information to promote conservation of the environment;
- there should be an assessment of the impact of environmental policies on women; and
- women should be included as full and equal partners in any attempts at systems management.

Canadian situation:

Canadian ecological policies are designed to benefit all people. When toxic products, acid rain, etc. harm the environment, all Canadians suffer -- both men and women. However, when ecological studies are carried out, special attention is paid to the most susceptible groups. When women, or a sub-group such as pregnant women or those of reproductive age run a greater risk, environmental effects are studied carefully and results are considered when developing ecological policy.

Although there has been no detailed analysis of the effects of environmental policies on women (as opposed to the general Canadian population), public opinion surveys on environmental topics routinely demonstrate that women are more concerned than men about the health effects and impacts on future generations of a whole range of environmental and resource conservation issues. This split in concern is particularly visible in opinions concerning nuclear energy, where, in a public opinion survey conducted in 1987, 15% more women than men were concerned with the use of nuclear power. The same degree of difference in opinion is evident in the higher concern of women for clean water, wildlife preservation, conservation of prime agricultural lands and other resource issues. It is likely that Canada's comparatively high standard of living and general education, when combined with women's opportunities to participate in environmental issues, has enabled women to play an active role in voicing societal concerns regarding the environment.

Women are well represented in non-governmental environmental organizations in Canada. Environment Canada has also been committed to increasing the participation of women in decision-making and to the implementation of environmental programs. Intensive efforts are being made to increase the representation of women in all employment categories, especially in the Management Category. Consequently, there are now more and more women who work on environmental issues.

International action by Canada:

Canada is a member of the United Nations Environment Programme (UNEP), the basic task of which is to catalyse, coordinate and stimulate environmental action within the UN system. In addition, UNEP's mandate is to reach outside the UN system to secure the effective cooperation of and contribution from relevant scientific and other professional communities throughout the world. UNEP makes a special effort through its Outreach Programme to reach other groups such as industry, women, young people, parliamentarians and religious communities.

The UNEP Standing Committee of Senior Women Advisors on Sustainable Development agreed on global and regional targets aimed at promoting awareness about UNEP and the mobilization of women in environmental activities. Several activities were initiated at the national level such as training workshops for women, grass-roots initiatives, and information and media campaigns. A small task force has been set up to pursue proposals to reach out to women and create a global network of women to support these efforts. The 1988 UNEP "State of Environment Report" devoted a whole chapter to the special role of women and the environment.

Canada supports the work of UNEP in monitoring the state of the environment and encourages UNEP to monitor the effects of environmental projects on women, especially those related to food production and energy which have a particular impact on women.

Canada is actively involved in the preparation for a U.N. World Conference on the environment to be held in 1992.

All projects of the Canadian International Development Agency (CIDA), including those concerning environment enhancement and natural resources management, must take into account the impact they will have on women.

More specifically, environmental training and sensitivity workshops offered to all CIDA staff have a "women" component and the Women in Development program will soon offer a specially designed seminar on "women and the environment".

References:

International Environmental Monitor, Environics Research Group Ltd. and Synergistics Consulting Ltd, Toronto, December 1987.

Housing and Community Development

FLS paras., 209-217,225,289

Changes in family patterns, women's increased participation in the paid labour force, and women's overall economic position have a significant influence on the housing and community development needs of women. According to Charting Canada's Future, a report on demographic projections released by Health and Welfare Canada in December 1989, the number of women who are heads of households nearly tripled between 1971 and 1986 and the trend is expected to continue. This underscores the importance of shelter issues for women in Canada.

Women make up the majority of public housing tenants, and are often not recognized as bona fide consumers of market housing. Community development and shelter design are often insensitive to the needs and concerns of women, and women have rarely been part of such planning processes. In many countries, the planning of shelter and communities fails to take into account women's work and related health problems, as well as their need for child care, employment opportunities, access to education and transportation.

What the FLS paragraphs say:

- there should be increased participation of women in planning occupations, in decision-making, and in the design, management, and maintenance of housing projects;
- measures should be adopted to promote women's access to tenancy and ownership, and to increase low-cost housing;
- improved transportation, and the promotion of women's role as operators and owners of transport should be addressed;
- measures to reduce the burden of rural women should be introduced;
- the design and choice of commercial and vehicular technology should take the needs of women into account; and
- the specific needs of homeless women must be identified and addressed.

Canadian situation:

In 1988, 64.0% of female-headed households resided in rental housing (compared to 30.0% of male-headed households). Elderly women accounted for 27.5% of these female-headed households.

The housing situation of women is improving along with that of the general population. Women have benefitted from initiatives which have raised the housing standards in Canada.

Under the Canada Assistance Plan (CAP), the federal government shares the cost with the provinces and territories of providing assistance to needy persons. This assistance helps those in need to meet their basic requirements such as food, clothing and shelter.

Federal housing programs are administered through Canada Mortgage and Housing Corporation. Market housing programs, such as Mortgage Insurance, Mortgage-Backed Securities and Mortgage Rate Protection Plans, ensure a healthy mortgage financing environment and assure the availability of mortgage money for home purchasers. For households unable to afford homeownership, the Federal Co-operative Housing Program, through the use of index-linked mortgages, provides an affordable alternative to renting.

Social housing programs are intended to provide assistance to low-income Canadians in core need, or those who cannot obtain suitable, adequate and affordable accommodation. ("Core need" is a concept used by CMHC which includes consideration of income, conditions of housing and suitability of housing for its occupants.) Under the federal-provincial/territorial agreements signed in 1986, the provinces and territories are able to deliver the programs they choose to cost-share. The social housing programs include Non-Profit Housing, Rural and Native Housing, Rent Supplement and the Residential Rehabilitation Assistance Program. The formal agreements provide an ongoing mechanism for federal-provincial/territorial cooperation and planning in social housing, as well as for ensuring that federal objectives of providing assistance to households in core need are met. These programs are complemented by special purpose housing (such as group homes and hostels for the physically and mentally disabled and half-way homes for alcoholics and parolees) which are cost-shared between the Canada Assistance Plan and the provincial/territorial governments.

Social housing programs are targeted to those in core need but do not target women as a group. Female headed households and single elderly households are primary users of social housing programs. For instance, 62 per cent of all residents (430,000) in public housing were female. (Public Housing Evaluation, 1989.)

CMHC carries out research to improve housing quality and to promote the development of innovative approaches to current and future needs. In 1988, as part of the research initiatives, a project entitled: Women's Housing Projects in Eight Canadian Cities was completed. This study provides the first in-depth analysis of women's housing projects in Canada. It analyzes and compares ten non-profit housing projects which have been developed either by or for women and are located in eight cities. Five of these projects are housing cooperatives; five are second-stage facilities where either battered women or single parents and their children can live for a specified time period. These ten projects represent a considerable achievement by local groups which have mobilized to respond to the problems of homelessness and lack of housing options experienced by Canadian women in cities across the country.

The study found that a model created by the Non-Profit Housing Program has worked reasonably well in addressing the needs of women with special circumstances and the projects examined in the

study are successful examples of how these needs have been met. The study also found that there are barriers to fully meeting the housing needs of women, including the lack of coordination between agencies responsible for the delivery of housing and those responsible for the delivery of support services. The report makes seven recommendations designed to alleviate the problems in developing housing responsive to the needs of women housing consumers identified in the study.

International action by Canada:

The United Nations Commission for Human Settlement (UNCHS) assists countries and regions in increasing and improving their own efforts to solve human settlement problems. The UNCHS also aids in increasing the availability of resources of developing countries and regions, and in strengthening cooperation and co-participation among all countries and regions.

Canada strongly supports the work of UN Habitat and Human Settlements Foundation and was instrumental in initiating the Global Strategy for Shelter to the Year 2000. Canada supported the International Year of Shelter for the Homeless in 1988 and allocated \$1.5 million to domestic and international projects. Canada has promoted greater efficiency in the management of urban systems and has encouraged through its development programs, greater participation in urban development by non-governmental organizations.

Canada was very actively involved in the drafting of UNCHS's Resolution 10/17 on women's role in solving housing problems.

Canada is working closely within the UNCHS to identify and implement strategies for the full integration of women in human settlement development and management programs.

References:

Assessment Report: Public Housing Evaluation Program, Evaluation Division, Canada Mortgage and Housing Corporation, August 1987.

Statistics Canada, Household, Income and Facilities and Equipment Program, 1988, unpublished data.

Wekerle, Gerda R. Women's Housing Projects in Eight Canadian Cities, Prepared for the Research Division, Policy, Research and Programs Sector, Canada Mortgage and Housing Corporation, 1988.

HEALTH

Adolescent Pregnancy

FLS para., 158

The early commencement of child bearing by adolescent women has severe health implications, both for the young mother and for her child. Problems such as low infant birth weight are common, and heighten the risk of health complications and infant death. For the young mother, the psycho-social implications of adolescent pregnancy are also highly distressing. Life opportunities can be severely diminished, often beginning with the cessation of studies leading to low employability, low income and even depression and welfare. Adolescent pregnancy often marks the first step of the feminization of poverty.

What the FLS paragraphs say:

- governments should develop policies to encourage delay in commencement of child bearing.

Canadian situation:

Adolescent pregnancy is recognized by Health and Welfare Canada, as well as other governmental agencies and non-governmental organizations, as a major public health and social concern. Almost 21,000 adolescents aged 15-19 years gave birth in 1987. In 1987, some 13,137 had their pregnancy terminated by a therapeutic abortion. A national expert group met in 1985 to make recommendations on strategies for national action.

Many jurisdictions and sectors are involved in combatting this problem and there is a need for intersectoral collaboration to maximize the effectiveness of prevention efforts.

Health and Welfare Canada, through the Federal/Provincial/Territorial Advisory Committee on Community Health, established a Working Group on Adolescent Reproductive Health. The purpose of this working group was to promote the reproductive health of adolescents through the coordinated development across jurisdictions of community-based services which have the objectives of reducing the incidence of adolescent pregnancy and ameliorating the negative after-effects of adolescent pregnancy. This group completed its mandate and their report was tabled in October 1989. Discussions on follow-up activities will be carried out through federal, provincial and territorial negotiation.

A new pamphlet, entitled "Sexually Transmitted Diseases (STD's)" and aimed at 15 to 24 year olds, will be available for national distribution in early 1990. This will complement other Health and Welfare Canada publications (Approaching Adolescence; Like It Is; Fact and Fancy about Birth Control, Sex Education and Family Planning). These publications are geared towards helping young people understand their sexuality and promoting responsible sexual behaviour.

References:

Statistics Canada, Health Division, Births (Billing No. 41031)
and Therapeutic Abortions (Billing No. 41020).

See also: **Family Planning and Reproductive Issues**

Drugs

FLS para., 153

In many countries drug trafficking and abuse of prescription drugs pose serious health risks to women and children.

What the FLS paragraphs say:

- ° intensified efforts should be made to eradicate drug trafficking; and
- ° public health education should be provided on the effects of illicit drugs and of prescription drugs.

Canadian situation:

The sale and trafficking of narcotics and other controlled drugs for non-medical purposes are prohibited in Canada. However, illicit drug abuse is an international problem. The Canadian government cooperates with international efforts to control the distribution of dangerous drugs.

A National Drug Strategy has been initiated in consultation with the provinces and key community-based, non-governmental organizations. (Departments involved include Health and Welfare Canada, Canada Customs, Justice, Solicitor General (R.C.M.P.), External Affairs, the Youth Affairs Branch of Employment and Immigration Canada, and others.) This strategy is aimed at preventing drug abuse, improving treatment and rehabilitation of those who become abusers, and addressing the threat posed by traffic in legal and illegal drugs.

As part of this strategy, Canada acceded to the U.N. Convention on Narcotic Drugs and Psychotropic Substances in June 1988. Considering that 95% of all illicit drugs consumed in Canada are produced in other countries, this participation in international efforts is of utmost importance. In addition, the Government of Canada has announced new initiatives to strengthen the capability of national law enforcement and drug interdiction agencies. Staff has been added to the RCMP and to Canada Customs in order to strengthen drug intelligence capabilities and to detect and seize illicit drugs. Funds were also provided to Canada Customs to acquire sophisticated x-ray equipment and additional drug detector dogs.

The Standing Committee of the House of Commons on National Health and Welfare agreed to study alcohol and drug abuse in Canada and presented its report to the House in October 1987. The report, entitled Booze, Pills and Dope: Reducing Substance Abuse in Canada, contains a series of recommendations regarding prevention as well as treatment and rehabilitation related to substance abuse.

Health and Welfare Canada and provincial health departments, in cooperation with health-related organizations and professional

medical associations, have extensive public education information aimed at especially vulnerable groups, on legal and illegal substances and abuse of prescription drugs. The federal government also funds non-governmental organizations which support such programs.

Efforts are therefore continuing in all areas in order to reduce drug dependence and prevent the diversion of dangerous drugs to illicit markets. Pre-market screening of new drug entities to assess their dependence potential has also been intensified.

A National Consultation on Women and Drugs held in May 1986, entitled "Depending on Ourselves", brought together almost 200 participants representing community agencies and federal and provincial governments. The consultation addressed women's use of alcohol, minor tranquillizers, anti-depressants and tobacco, with a focus on education regarding the use of these substances and the prevention of problem use. Health and Welfare Canada's Health Promotion Directorate, which sponsored the consultation, has published the Proceedings. The Health Promotion Directorate also sponsored the National Workshop on Women and Tobacco in 1987.

In addition, Health and Welfare Canada has recently sponsored two national surveys, that address concerns of alcohol and drug use among Canadian women and men. These have been conducted by the Special Surveys Group of Statistics Canada. The Survey on Drinking and Driving was carried out in 1988 and the National Alcohol and Drug Survey was conducted in 1989. The findings of both surveys will provide detailed data on the levels and correlates of these behaviours among Canadian women.

References:

Greaves, L., "Background Paper on Women and Tobacco", Health and Welfare Canada, Ottawa 1987.

Health and Welfare Canada, Depending on Ourselves: Proceedings of the National Consultation on Women and Drugs, Supply and Services Canada. Cat. No. H-39-104/1987.

House of Commons Standing Committee on National Health and Welfare, Booze Pills and Dope: Reducing Substance Abuse in Canada, House of Commons, Issue No. 28, 1987.

Family Planning and
Reproductive Issues

FLS paras., 121,156,157,159

Women and men should have the basic human right to decide, freely and responsibly, the number and spacing of their children.

What the FLS paragraphs say:

- decision-making regarding family size and child-spacing should be shared by women and men;
- family planning components of primary health care should be strengthened;
- family planning information should be produced and services created; and
- adequate quality standards for family planning should be ensured.

Canadian situation:

The quality, efficacy and safety of contraceptive products are carefully monitored by Health and Welfare Canada (HWC) and other levels of government. In addition, Consumer and Corporate Affairs and Health and Welfare Canada are involved in consumer information and consumer protection.

Family planning information is widely available through a number of sources in Canada: governments (federal, provincial and territorial); hospitals and clinics; private physicians; educational programs in schools; and voluntary health agencies, such as the Planned Parenthood Federation of Canada. Non-prescription contraceptive devices are available in pharmacies and other retail outlets. Oral contraceptives are available through a doctor's prescription. Where school health and family life education programs exist, both young women and young men are encouraged to take responsibility for birth control.

HWC has awarded a total of \$264,000 for a three year period to the Planned Parenthood Federation of Canada for the development of a national resource centre on reproductive health and human sexuality to provide national information coordination.

A national survey of provincial family planning consultants, published in 1986, indicated that the contraceptive needs of most of the population are fairly well covered. However, there is general consensus that certain population sub-groups, especially young people, are currently under-served. Provincial family planning consultants met in December, 1987 to discuss these issues.

On October 25, 1989, a Royal Commission on New Reproductive Technologies was announced. The Commission was established in response to growing concerns which surround the proliferation of a variety of forms of medical interventions to facilitate

pregnancy. While the procedures are medical in nature, the issues they raise have widescale ethical, legal and social implications.

The Royal Commission is composed of seven members who come from a variety of fields of expertise including medical, legal, social and ethical. The Commission has been given a two year mandate during which time they will inquire into and report on current and potential medical and scientific developments related to new reproductive technologies. The Royal Commission will examine the implications of new reproductive technologies for women's reproductive health and well-being. The Commission is also expected to recommend policies and safeguards to be applied to scientific advances in the field of reproductive technologies.

International action by Canada:

The United Nations Fund for Population Activities' (UNFPA) role is to sensitize world opinion to population problems, as well as to help developing countries analyze their situation and formulate and apply effective national policies and programs in this area. The UNFPA has a strategy for the systematic integration of women into its activities. UNFPA is involved in statistics and demographics, the health of mother and child, family planning, communication, education, and assistance in developing population policies.

References:

A Picture of Family Planning Services in Canada. Ottawa, Health and Welfare Canada, 1986. (Out of print.)

Statistics Canada, Fertility in Canada: From Baby-Boom to Baby-Bust. Ottawa, 1984, Cat. No. 91-524.

Health Care Systems

FLS para., 148,151-153,155,160

To ensure the health of families and especially the health of women, a primary health care system should be available. Special health services are needed by women and all services should be developed taking into account women as users of and workers in these services.

What the FLS paragraphs say:

- ° a health care service should be established, at minimum, to meet the needs of the most vulnerable groups of society; and
- ° health facilities should be accessible and acceptable to women, and in line with their needs, perspectives, and work patterns.

Canadian situation:

The Canada Health Act is the federal legislation that provides the framework for a national, universally available system of health care in Canada, with the provinces and territories having the primary constitutional responsibility for the actual delivery of health care services. Through provincial and territorial health insurance plans, coverage for necessary hospital and physician services are provided on a prepaid basis to all residents of Canada, regardless of age, sex, financial circumstances, lifestyle, prior health status and other similar factors. In order to be eligible for federal cash contributions, the provincial and territorial health care plans must meet five criteria: comprehensiveness of insured services covered; reasonable access to insured services; universal access without impediments such as user fees; portability of benefits from one province or territory to another or out-of-country; and public administration of the plans on a non-profit basis.

In addition to contributions for insured hospital and physician services, the federal government also contributes towards the financing of certain extended health care services provided by the provinces and territories, such as nursing home intermediate care services and adult residential care services.

The provincial and territorial governments may also offer a variety of medical benefits to their residents in addition to the insured hospital and physician services they are entitled to receive. These "additional benefits" are offered at the discretion of each province and territory, on their own terms and conditions. Prescription drugs, chiropractic services, optometric services and dental services are examples of additional benefits.

Some women's organizations, and local communities have begun to develop alternative health centres to provide care which is consistent with their perspectives and to reach out to those who are not otherwise drawn into the formal health care system.

Health Care Systems - Women's Role

FLS para., 149

The representation of women in senior positions within health institutions is necessary to ensure that women's needs can be adequately reflected in the goals and objectives of these organizations.

What the FLS paragraphs say:

- ° measures should be introduced to increase enrolment of women in medical training; and
- ° measures should be introduced to increase women's chances of being promoted to senior levels in health institutions and in the health care sector.

Canadian situation:

Women have traditionally been the major human resources component of the Canadian health care sector. In 1988, they outnumbered men by an average of almost 4 to 1 (79% vs 19%) among those employed in the health profession and occupations, increasing their share from an average of 76.3% in 1981. In contrast, women accounted for an average of 43.8% of all those employed in Canada in 1988.

While women used to be confined to professions such as nursing and rehabilitation, they have since made inroads into traditional male health professions like medicine, dentistry and pharmacy. Data from the 1986 Census reveal that women accounted for 21.1% of all physicians (17.2% in 1981), 13.2% of dentists (7.8% in 1981) and 50.4% of pharmacists (41.9% in 1981).

Output from the health education system confirm this feminization process. The latest available (1987) data indicate that women obtained 70.2% of all undergraduate and graduate qualifications delivered in the health professions compared to 52.5% for all the professions.

Inflow into the education system also confirms that the feminization process underway in some health professions will accelerate. According to the most recent (1987-88) university enrolment data (all levels), women accounted for almost 35% of students in dentistry and 63% in pharmacy. In medicine, the percentage of women enroled in Canadian faculties reached 44.4% (3,163 women) in 1988-89 compared to less than one in ten (8.6%) thirty years earlier. The trend is even stronger among French-speaking faculties of medicine, ranging from 52% to 61%.

Health professions traditionally dominated by women will likely remain so. For instance, in 1987-88, women's enrolment in rehabilitation and nursing programs (all levels) reached 84% and 95% respectively.

The implications of the feminization of the health professions are currently being examined in the context of human resources planning. For instance, studies suggest that among doctors, while women show high labour force participation rates, they tend to work fewer hours per week and fewer weeks per year; they tend to work in salaried positions and in family/general medicine, paediatrics, psychiatry and obstetrics-gynecology, and to practice in urban locations. The challenge of harmonizing work and family responsibilities for female physicians, particularly those with a specialty, has become a topic of growing concern.

Aboriginal women are being encouraged to participate in the health care system through the Indian and Inuit Health Careers Program of Health and Welfare Canada. This affirmative action program has achieved considerable success in increasing the level of participation of women and Native people in health careers. Since its inception, over 80% of bursary recipients have been Native women. Moreover, access to health career related employment as well as institutional and community based programs have provided a unique opportunity for Native women to gain access, training and experience in the professional health field.

The Indian and Inuit Nurses of Canada, a non-governmental organization, was founded in 1974 to act as an agent in promoting and striving for better health for the Indian and Inuit people; to conduct studies and disseminate information and maintain a consultative mechanism on Indian/Inuit health, medicine and culture; to offer assistance to government and private agencies in developing health programs; and to develop and encourage courses on Indian and Inuit health in the nursing and health professions.

References:

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**Health Education and
Plan of Action**

**FLS para., 148
Education 150**

National plans of action on women and health play an important role in identifying and reducing risks to women's health and in recognizing women's role as caregivers and consumers of health. Health education programs are needed to support this role.

What the FLS paragraphs say:

- plans of action on Women, Health and Development should be used as mechanisms to ensure that the health needs of women and their families are met; and
- health education should be geared to women's needs by ensuring it is relevant to their priorities and readily available.

Canadian situation:

Health and Welfare Canada (HWC), following on a previous Departmental Plan of Action 1980-1985 entitled, Towards Equality for Women, has developed a new Plan of Action (1985-1990) based on the Nairobi Forward-looking Strategies for the Advancement of Women. The Plan's approximately 100 initiatives relate to identified concerns in health services, health promotion, health protection, income security, social services, fitness and amateur sports. Annual Reports on progress achieved are issued by the Departmental Advisory Committee on Status of Women Concerns. Reports on the initiatives are also included in the Update to Dimensions of Equality.

Health promotion programs in Canada are developed and implemented in cooperation with provincial and territorial governments and professional and voluntary groups. HWC has undertaken several initiatives to make health education approaches more effective in addressing women's health issues. The Health Promotion Fund supports numerous women's voluntary organizations in working towards the goals of increasing and improving the practice of self-care, supporting mutual aid groups and making the health and social service system more responsive to the needs of women.

The Family and Child Health Unit offers ongoing awareness, education and advocacy programs to encourage breast-feeding and sound infant weaning practices. The Unit is also involved in promoting family centred maternity care and post-partum parent education in maternity hospitals. Current programs are aimed at developing comprehensive national strategies to support the growth, development and maintenance of strong, healthy, well-functioning families and to promote the healthy sexual development of children and adolescents. A parenting programme, "Nobody's Perfect", fosters parenting knowledge and skills among disadvantaged parents.

Achieving Health for All: A Framework for Health Promotion, was released at the First International Conference on Health Promotion, held in 1986 and co-sponsored by the World Health Organization (WHO), HWC and the Canadian Public Health Association. This report identifies three challenges of national importance: the reduction of inequities in the health of low-versus high-income groups in Canada; the increase of preventive efforts; and the enhancement of people's capacity to cope.

As part of HWC's 1985-1990 work plan, Fitness and Amateur Sport has undertaken a number of issues and needs analyses of female youth, older women and women with physical disabilities in order to determine physical activities program initiatives. The resulting reports have been integrated into the Blueprint for Action of the respective program units: Youth, Older Adults and the Disabled.

The data from these various studies has also been incorporated into a brochure and handbook for physical activity programmers, reviewing the issues affecting opportunities for girls and women of all ages and circumstances to participate in physical activity. Fitness Canada released Women, Sport and Physical Activity: Research and Bibliography in 1988 and Guidelines for the representation of women in promotional and technical materials prepared by national sport and fitness organizations in 1989. Fitness Canada also established an Advisory Committee on Girls and Women and Physical Activity in 1989.

In April 1988, a first-ever National Symposium on Changing Patterns of Health and Disease in Canadian Women was held in Ottawa. Papers on women's major health issues were presented and discussed by over 150 pivotal women's health exponents from across Canada dealing with healthy public policy; appropriate health services; enhancement of coping, caring and control; and research and development. Key strategies outlined include the establishment of focal points, the development of action plans and ensuring that women have decision-making power to define and assess how their health needs are being met. Proceedings of this Symposium are available. Following the Symposium, a F/P/T Working Group on Women's Health was established.

International action by Canada:

Canada is a member of both the Pan American Health Organization (PAHO) and the World Health Organization (WHO) whose plan, Health for All by the Year 2000, provides a framework for strategic planning on health issues in Canada. Canada was instrumental in introducing the WHO resolution on the "Implementation Requirements of the Nairobi FLS in the Health Sector" and actively monitors the implementation of this resolution, requesting the development of quantitative as well as qualitative indicators of progress.

Canada recently participated in PAHO meetings on the Situation of Midlife and Older Women in Latin America and the Caribbean; Women's Participation in Health Programs for the Community; and Maternal Mortality and Women, Health and Development. Canada has taken an active role in PAHO's Five Year Plan of Action on Women, Health and Development and currently chairs the Special Subcommittee on Women, Health and Development (WHD) of the PAHO Executive Committee.

In November 1988, a Canadian served as Vice-President for the U.N. Expert Group Meeting on Social Support Measures for the Advancement of Women, which dealt with the interrelated themes of: Health, Nutrition and Family Planning; Child Care; and Sharing of Domestic, Parental and Other Responsibilities.

At the 1989 World Health Assembly, Canada participated in the development and Consensus adoption of a Resolution entitled, "Women's Health" which, among other things, urges member states to recognize the significance of women's health and the severity of the health risks they incur, and to implement an integrated and comprehensive approach to the health, social, cultural and economic circumstances of women.

In July 1989, Canada participated in and prepared a discussion paper for WHO's Consultation on Emerging Needs in Family Health.

References:

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Report of the Secretary-General on Women and Education, Eradication of Illiteracy, Employment, Health and Social Services including Population Issues and Child Care: The Need for Social Support Measures, U.N. Commission on the Status of Women, (E/CN.6/1989/6).

Women, Health and Development. Geneva, WHO 1985.

Proceedings of the National Symposium on Changing Patterns of Health and Disease in Canadian Women. Ottawa, Office of the Senior Advisor Status of Women, Health and Welfare Canada, 1989.

Health Monitoring

FLS para., 161

Often statistics and health indicators do not identify either women as a group, or the issues that are of greatest importance to them. To provide programs that are responsive to women's needs, it is essential to have indicators that provide adequate information on women.

What the FLS paragraphs say:

- the WHO gender-specific indicators for monitoring women's health should be applied by governments; and
- focal points should be established to carry out such monitoring.

Canadian situation:

The Canadian Centre for Health Information, Statistics Canada, regularly publishes gender-specific data on a wide range of health topics, including vital statistics (births and deaths), causes of death, cancer incidence, reasons for hospitalization, therapeutic abortions and mental health. This information emphasizes only a part of the total health picture which comes to the attention of the health care system.

The first cycle of the General Social Survey; Health and Social Support which was carried out in 1985 collected data on the health status, lifestyle, and health care utilization among Canadians aged 15 and over. In addition, a component on social support, both provided and received, was carried out among the population aged 55 and over. The key findings were published in Health and Social Support, 1985. A second report, called Family and Friendship Ties Among Canada's Seniors, examined the social support among older Canadian women and men in greater depth.

The Canadian Health Promotion Survey, carried out in 1985, explored the health knowledge, attitudes, beliefs and behaviours of adult Canadians. The first report based on this survey, entitled The Active Health Report: What we think, what we know, what we do, was released in 1987. There are plans to release specialized reports both in the "Technical Reports" and the "Active Health" series that focus upon women. The Health Promotion Survey will be repeated in 1990.

A key informant's survey on women's health was undertaken by Health and Welfare Canada in 1986 as part of the Women's Health Strategy Project. The survey results (published in November 1986) outline the key health problems and issues identified by the experts who were interviewed. The information collected will be used to develop strategies, policies and programs related to women's health.

In 1984, the Canadian Centre for Health Information, Statistics Canada published a report entitled, Canadian Women: Profile of their Health. Data were partly drawn from the Canada Health Survey. This report indicated the need for statistics on a continuing basis on the health status of women, and examined the relationship between the socialization process and health as part of the review of differences between women and men.

Commencing in the spring of 1988, Statistics Canada has been publishing reports from the Health and Activity Limitation Survey. This survey addressed detailed issues relating to the nature and severity of disabilities and the nature and existence of barriers faced by disabled women, men and children. The survey assessed the combined impact of disabilities and barriers on such matters as employment, education, transportation, housing and leisure activities.

References:

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The Active Health Report - Perspectives on Canada's Health Promotion Survey 1985. Ottawa, Health and Welfare Canada, 1987.

Thomas, Eleanor. Issues and Priorities for Women's Health in Canada: A Key Informant Survey. Ottawa, Health Promotion Directorate, Health and Welfare Canada, November 1986.

Midwifery

FLS para., 149

Birth attendants and midwives are traditionally female occupations that could be integrated into the national health systems with beneficial results.

What the FLS paragraphs say:

- ° midwives should be fully integrated into the medical system.

Canadian situation:

Midwifery is not a licensed service in Canada. Nevertheless, it is known that some people have chosen to have midwives provide care in private homes. A small number of hospitals in Canada are now experimenting with including nurse-midwives as part of their obstetrics team.

The federal government hires nurses with midwifery skills for northern isolated communities. They are not specifically licensed to practice midwifery.

The Canada Health Act defines insured services as "services provided by hospitals, medical practitioners or dentists, and where the law of the province so permits, similar or additional services rendered by other health care practitioners". However, as the primary constitutional responsibility with respect to the delivery of personal health care services resides with the provinces, provincial governments have sole jurisdiction over the licensing, training, supply and distribution of health human resources within their borders.

Some provinces have created task forces to study the implications of legalizing midwifery. In Quebec, the first of eight pilot projects are expected to be in operation in the fall of 1990, allowing midwives to give prenatal care and deliver babies.

Nutrition

FLS para., 154

The effects of poor nutrition, while most obvious in cases of malnutrition, can also be seen in nutritional anemia found in women who breast feed, osteoporosis in older women, and extreme cases of underweight and obesity. The causes of poor nutrition can often be traced to lack of information or lack of income.

What the FLS paragraphs say:

- ° measures should make certain that women have access to adequate income and knowledge to ensure proper nutrition for themselves and for their children; and
- ° support should be given to ensure that women have sufficient rest during the last trimester of pregnancy and while breast feeding.

Canadian situation:

There are a number of federal and provincial programs which provide financial assistance to parents to assist them in meeting the costs of raising dependent children under 18 years of age. Federal Family Allowances are payable to all parents or guardians provided they meet residence requirements. The Child Tax Credit is an income-tested benefit under the federal income tax system, and is directed at low- to moderate-income families. Beginning in 1986, an annual prepayment of the Child Tax Credit is made each fall to low-income families eligible for the Child Tax Credit. The amount of the prepayment is roughly two-thirds of the full Child Tax Credit payment. In 1988, a supplementary child tax credit and child care expense deduction became available.

Five provinces operate special cash benefit programs for families with dependent children. Some programs are for low-income families and others for parents maintaining a handicapped child. In certain cases, families receiving these benefits may also be in receipt of social assistance benefits.

Health and Welfare Canada and provincial governments provide support to childbirth education programs, and information to assist mothers and their children. Nutrition is included in programs at all levels in most Canadian schools; however, there is wide variation in content, quality and quantity.

National Guidelines for Nutrition in Pregnancy, released in 1987, are being implemented in programs of the federal, provincial and territorial governments. Promoting Nutritional Health for Preschoolers - Canadian Guidelines are being made available through the networks of the federal, provincial and territorial governments. Promoting Healthy Weights: A Discussion Paper and its companion technical document, released in 1988, provide a strategic framework for prevention of weight problems and

promotion of healthy weights that is highly relevant to the issues of weight and women. Health and Welfare Canada has initiated a major review of nutrition recommendations for Canadians, the results of which will update the scientific basis for a healthy diet, and will indicate, in terminology more readily understandable by the public, guidelines for healthy eating and strategies for their implementation.

Nutrition bar graphs, prepared by Health and Welfare Canada, are presently being used to promote the nutrition values of traditional foods among aboriginal people. In addition, a revised version of Nutrient Values of Some Common Foods is now available.

References:

Canadian Guidelines for Healthy Weights. Report of an Expert Group convened by Health Promotion Directorate, Health Services and Promotion Branch, Health and Welfare Canada, Ottawa, 1988.

Feeding Babies: A Counselling Guide on Practical Solutions to Common Infant Feeding Question. Minister of National Health and Welfare Canada, Ottawa, 1986.

National Guidelines on Nutrition in Pregnancy. The Federal/Provincial Subcommittee on Nutrition 1986. Health and Welfare Canada, Ottawa, 1987.

Nutrient Values of Some Common Foods (revised 1987). Health Services and Promotion Branch in cooperation with Health Protection Branch. Minister of Supply and Services, Ottawa, 1987.

Promoting Healthy Weights: A Discussion Paper. Health Services and Promotion Branch, Health and Welfare Canada, Ottawa, 1988.

Promoting Nutritional Health for Preschoolers: Canadian Guidelines. The Federal/Provincial/Territorial Group on Nutrition and the National Institute of Nutrition. Ottawa, 1989.

See also: **Child Care**

Preventive Health Measures

FLS paras., 148,151-153,160

In any health care system, an emphasis should be placed on preventive measures such as the provision of clean water, sanitation facilities and immunization, all of which help prevent illness and control epidemic diseases.

What the FLS paragraphs say:

- women should be consulted at all stages in the development of a water-supply system and water and sanitation projects;
- measures should be implemented to ensure that children as well as women of child-bearing age, especially those who are pregnant, are immunized against specific diseases; and
- governments should ensure the full and informed participation of women in programmes to control chronic and communicable diseases.

Canadian situation:

Provincial communicable disease prevention programs may be insured as Additional Benefits under the Canada Health Act.

Immunization programs for communicable diseases are well developed in Canada and are mostly available free of charge. Women participate in a full and informed manner. Immunization against childhood vaccine-preventable diseases is virtually complete in children by the age of school-entry. Before a child can be admitted to school, immunization against six diseases is mandatory in Ontario and New Brunswick, and immunization against measles is mandatory in Manitoba.

The third edition of the Canadian Immunization Guide, containing the current recommendations of the National Advisory Committee on Immunization on the usage of vaccines and immunoglobulins licensed in Canada for the prevention of microbial diseases, was released in 1989 by the Laboratory Centre for Disease Control of the Health Protection Branch of Health and Welfare Canada. During the last five years a number of new immunizing agents have become available.

Listeriosis was added to the federal list of notifiable diseases in 1989. Although this disease is rare in Canada, the results of the infection during pregnancy can have devastating effects on the fetus.

A new pamphlet entitled, Sexually Transmitted Disease (STD's) aimed at helping 15 to 24 year olds understand their sexuality and promoting responsible sexual behaviour, will be available for national distribution in early 1990.

In Canada, the federal government is currently involved in a number of activities related to AIDS. Health and Welfare Canada's Federal AIDS program began in 1982, when the first case of AIDS was reported in Canada. As the incidence of AIDS continued to increase, it became clear that a more comprehensive approach was required. In July 1987, the Federal Centre for AIDS was established to address the increasing requirement for governmental activity to control the spread of AIDS in Canada. The Centre co-ordinates the implementation of the policies of the government's Federal AIDS program, working also with external organizations like the World Health Organization (WHO), the provinces, national groups and community-based NGOs. At the same time, an Advisory Committee on AIDS was created to enhance federal-provincial/territorial consultation and collaboration in policy and program coordination.

In June of 1989, Canada, in association with the International AIDS Society, was the host of the 5th International Conference on AIDS: The Scientific and Social Challenge. The Conference was co-sponsored by Health and Welfare Canada, the International Development Research Centre and WHO. The Minister of Health and Welfare Canada announced at the Conference that the federal government would begin developing a National Strategy on AIDS.

Federal activity specifically focused on women and AIDS has been limited, although there are signs of change, partly due to the growing number of heterosexuals infected by the disease. The Federal Centre for AIDS collects gender based statistics on individuals with AIDS; has recently hired a program officer to work in the area of women and AIDS; and has provided funding for the development of a pamphlet targeted specifically to women, which is currently being pilot-tested across Canada. Canada also sent a representative from the Federal Centre for AIDS to the International Conference on the Implications of AIDS for Mothers and Children in Paris, France in November 1989.

International action by Canada:

Canada has ongoing measures to improve the quality of its drinking water, and the Canadian International Development Agency has provided funding for development projects in other countries, especially related to women and water and sanitation.

EDUCATION, STATISTICS AND RESEARCH

Education - Women's Access

FLS paras., 69,163,165,166,169,268

Equal access to education is integral to women's equality and economic independence in society. It has a profound impact on employment and labour force participation and is necessary if women are to compete on an equal footing with men, especially in those areas considered to be non-traditional.

What the FLS paragraphs say:

- ° there is a need for national educational policy which would include the use of special measures for the equal access of women in scientific, technical and vocational settings;
- ° incentives are suggested to ensure the continuity of education to reduce absenteeism, and to provide the opportunity to apply education in a career context;
- ° women should have equal access to financial assistance (e.g. scholarships) and lodging; and
- ° counselling, especially for the encouragement of study in science, technology and management, is an essential service for girls.

Canadian situation:

Responsibility for education in Canada rests with the provincial governments. However, the federal government provides support to post-secondary education through transfer payments to the provinces. In addition, the federal government provides considerable support for areas of common interest, such as university research, student assistance and official languages. Furthermore, the federal government has special responsibility regarding the education of certain groups of Canadians. These include Indians and Inuit, Armed-Forces personnel and their dependants in Canada and abroad, and inmates of federal correctional institutions.

One of the most significant developments in post-secondary education in recent decades has been the increasing participation of women. Since the mid-1970s, women have represented approximately 50% of full-time college-level enrolments in Canada. In the universities, the proportion of female students has risen remarkably since the early 1970s. Overall, women constituted 50.1% of all full-time university enrolment in 1988-89.

Whereas females represented only 36.7% of full-time undergraduates in 1970-71, by 1988-89 they composed 51.1%. At the master's level, women represented 44.5% of full-time students in 1988-89. Since 1970-71, the percentage of full-time doctoral students who are female has more than doubled, although at 34.7% women remain significantly under-represented at that level. Female students also tend to be under-represented at all levels within certain disciplines, such as the natural sciences and engineering.

In 1988-89, 62.3% of part-time university students were women. Women are particularly likely to undertake part-time undergraduate study; they constituted 63.8% of all part-time undergraduate students in 1988-89. Women represented 49.8% of part-time master's students and 38.3% of part-time doctoral students in 1988-89.

The Canada Student Loans Program (CSLP) makes post-secondary education more accessible and gives male and female students greater freedom in choosing an institution regardless of its location. The Canada Scholarships Program, initiated in 1988, is designed to recognize and encourage outstanding students to pursue undergraduate studies in natural sciences, engineering and related disciplines. At least 50% of the scholarships are to be awarded to women. The research granting councils, (the Social Sciences and Humanities Research Council, the Medical Research Council and the Natural Sciences and Engineering Research Council) provide grants and scholarships to university-based researchers.

The Department of Indian Affairs and Northern Development provides financial assistance to Indian and Inuit post-secondary students. The assistance covers the cost of tuition, books and supplies, shelter and child care. Additional training allowances are also provided. Graduate students receive incentive allowances. All assistance is non-repayable. About 60% of the students receiving assistance are women.

The Canadian government, through the Women's Program of the Department of the Secretary of State, has provided financial support to women's groups at the national and regional level, such as le Réseau national d'action et éducation des femmes and the Canadian Congress on Learning Opportunities for Women, to address concerns in the area of women's access to education.

The National Film Board and the Federal Women's Film Program have also produced films aimed at displaying and encouraging a wider range of career choices to young women (e.g. I Want to Be an Engineer; Attention: Women at Work; and Head Start).

Industry, Science and Technology Canada is working with a number of private and public organizations to promote education and careers for girls and women in the natural sciences and engineering fields (NSE). Initiatives include a fact book on enrolments and careers in the NSE by gender, and work with the Royal Society of Canada on the advancement of women in scholarship.

"Participation of Girls and Women in Math, Science and Technology", a background paper prepared by Status of Women Canada and the Manitoba Women's Directorate, was submitted to the joint meeting of federal/provincial/territorial Ministers Responsible for the Status of Women and Education Ministers in

February 1989. Documenting the underrepresentation of girls and women in math, science and technology at all educational levels in Canada, the paper examines the background of the problem and offers strategies to promote the participation of more girls and women in these fields of study.

International action by Canada:

The Group on Scientific and University Research of the Organization for Economic Co-operation and Development (OECD), chaired by Canada, has undertaken a study on women in science and technology. An initial report based on information provided by the member countries was presented to the Group during the fall of 1989.

The constitution of the United Nations Education, Scientific and Cultural Organization (UNESCO) states that its main purpose is to "contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for human rights and fundamental freedoms, without distinction of race, sex, language or religion". Sustainable development is recognized as a cornerstone to world peace.

UNESCO is not only committed to the promotion of equality between women and men through its entire range of programmes: education, science, culture, communication, human rights, etc. but it is also committed to increase and improve women's participation in society through specific programmes designed for this purpose.

Canada feels that UNESCO has a critical role to play in improving the condition of women in the world. UNESCO must intensify its efforts to promote equality between men and women and to surmount the obstacles that remain in this area. One of the best ways of ensuring that women's contributions to society are recognized and that their needs and interests are systematically taken into account, is through education and training, as well as respect for human rights.

References:

"Participation of Girls and Women in Math, Science and Technology". Status of Women Canada and the Manitoba Women's Directorate, February, 1989.

Literacy

FLS paras., 164,165

In developed and developing countries many women are functionally illiterate. These women have an urgent need to up-grade their education in order to participate in society independently, to obtain meaningful employment, to relate to their children, to improve access to services and to decrease social isolation.

What the FLS paragraphs say:

- ° special measures should be adopted to eliminate the high rate of illiteracy internationally by the year 2000;
- ° governments are asked to set targets and adopt measures to achieve this goal; and
- ° literacy programs should include functional and legal literacy.

Canadian situation:

Studies indicate that 24 per cent of Canadians are functionally illiterate, that is, they do not have the literacy or numeracy skills required to function in our society.

Under provincial Ministers of Education, Adult Basic Education (ABE) courses are delivered through the community colleges and municipal Boards of Education. A federally funded study of Canadian ABE courses conducted by the Canadian Congress for Learning Opportunities for Women (CCLOW) found several drawbacks to these courses, including: few evening courses for employed women and a lack of support services (child care, transportation, counselling, financial assistance). A series of recommendations was provided concerning improving women's access to ABE courses.

The National Literacy Secretariat in the Department of the Secretary of State was given permanent status in 1988 and continues to support and promote efforts to accommodate women's needs and to overcome the problems women face in taking advantage of programs.

The Canadian government also announced the establishment of a National Literacy Program in 1988 to address the problem of adult illiteracy in Canada through cooperative effort with the provinces and territories, volunteer organizations, business and labour.

Although the data available at this point doesn't suggest that women in Canada have higher rates of illiteracy than men, it is recognized that women can face particular difficulties of access in obtaining literacy training. The National Literacy Program has supported a study to examine these difficulties in more detail, and as well has supported a variety of literacy initiatives in communities across the country directed to the needs of single parents, particularly those in public housing, women immigrants and their children, and women who have

experienced difficulty with the law. In addition, it is supporting a project to identify literacy materials that are not gender-biased.

Besides these efforts directed specifically to women, the National Literacy Program has undertaken an adult literacy survey which will establish national, regional, and provincial literacy profiles. By linking literacy levels with various labour force characteristics, as well as age and gender, the survey is expected to provide additional insight into the literacy situation of women in Canada, and thus establish a basis for further efforts targeted to women's requirements.

Depending on the resources available in the community, literacy training may be offered by volunteer tutors, or in the context of a broader Adult Basic Education program at community colleges or other institutional settings, or, in some instances, as part of a skills upgrading effort in the workplace.

A variety of literacy projects of particular relevance to women were initiated by the National Literacy Secretariat in 1988-89. At the national level, three organizations addressed the particular needs of women: the Canadian Association of Elizabeth Fry Societies (CAEFS), the Canadian Congress for Learning Opportunities for Women (CCLOW), and Le Réseau national action éducation femmes (AEF).

All women admitted to the Kingston Prison for Women are tested in reading and writing. Opportunities are provided for upgrading literacy skills as part of the Correctional Service of Canada's Adult Basic Education Program.

UNESCO has designated 1990 as International Literacy Year. The federal government has given special funding to several organizations which have initiatives planned in this regard. Examples include the United Nations Association of Canada, the Movement for Canadian Literacy and funding for a circumpolar conference on literacy to be held in the Northwest Territories in April 1990. Correctional Service Canada is proposing to host an international conference on literacy and corrections in October 1990.

References:

Broken Words: Why Five Million Canadians are Illiterate. A Special Southam Survey, 1987.

DeCoito, Paula A. Women and Adult Basic Education in Canada: An Exploratory Study. Canadian Congress for Learning Opportunities for Women, Toronto, 1984.

Statistics Canada, The Labour Force, December 1988, Cat. No. 71-001, Table 5.

**Sexual Stereotyping in
Educational Curricula**

FLS paras., 83,167

Sexual stereotyping in educational materials seriously impairs the development of healthy attitudes of both young women and men towards the role of women in society. Stereotypical attitudes towards women inhibit their fulfilment as equal partners with men in educational, occupational and social settings.

What the FLS paragraphs say:

- curricula, textbooks and other resources used in both the public and private school systems should be examined for possible sexist content;
- there may be a need for personnel retraining to eliminate stereotyping in teaching practices; and
- the study of women's contributions should be promoted in curricula.

Canadian situation:

Responsibility for curricula and educational resource development rests with provincial Ministries of Education. In the past few years, most jurisdictions have undertaken reviews of educational materials with a view to the elimination of sexual stereotyping. In addition, women's contributions throughout history have been incorporated in curriculum guidelines developed by several ministries of education and are increasingly being incorporated into studies at the post-secondary level.

The issue of participation of young girls and women in non-traditional fields, particularly in science and technology is also being addressed within jurisdictions, involving in a broader sense, a review of stereotypical attitudes in teaching practices and teaching material.

References:

Progress as Paradox: A Profile of Women Teachers. Linda Macleod for the Canadian Teachers' Federation, Ottawa, November 1988.

The Idea Book: A Resource for Improving the Participation and Success of Female Students in Math, Science and Technology. Heather-jane Robertson for the Canadian Teachers' Federation, Ottawa, November 1988.

Women's Issues in Education in Canada. Council of Ministers of Education, Toronto, 1987.

See also: **Women's Studies**

Statistics and Women

FLS paras., 58,64,120,122,130,179

A strong statistical data base is needed in order to understand the situation of women, to identify their needs and to develop policies that are relevant to them. The adoption of non-sexist research methodology plays an initial role in collecting statistics disaggregated by sex, and data that have direct relevance to women. In order for these statistics to be analyzed by researchers, academics, public servants and interested citizens, easy access to the statistical base is essential.

What the FLS paragraphs say:

- ° governments should ensure that statistics are available on the situation of women by:
 - providing gender-specific data;
 - recognizing the remunerated and unremunerated contributions of women in national economic statistics and the gross national product, especially those contributions of women in agriculture, food production, reproduction and household activities;
 - improving the capabilities of national statistical institutions to implement these concepts and measures in regular programs;
 - strengthening the monitoring and evaluation of statistics and indicators on women; and
 - providing training for producers and users of statistics on women.

Canadian situation:

Statistics Canada is the central federal agency responsible for compiling and analyzing statistics as well as collecting data disaggregated by gender. It has produced a number of studies specifically on women. The majority of these studies appear on fact sheets which relate directly to the issue in question.

Most of the regularly collected statistics are disaggregated by sex (the Labour Force Survey, the Survey of Consumer Finances, the Census of Canada). Published reports often contain cross-classifications by gender and other socio-economic and demographic characteristics. Other unpublished data and cross-classifications may also be purchased from Statistics Canada.

Beginning with the 1981 Census of Population, Statistics Canada dropped the concept of 'head of household', both from the questionnaire and from publications, in order to treat spouses in husband-wife families as having equal status in maintaining a family. On the questionnaire, all persons in the household were required to report their relationship to 'Person 1' or the first person listed in order to determine the relationship among household and family members. In the publications, the concept

of head of household was replaced by household maintainer, defined as any one of the household members responsible for certain major payments.

Status of Women Canada is one of many government departments involved in the extensive consultation process with Statistics Canada, required for the quinquennial and decennial census questionnaire updates and determination of new issues for data collection.

Throughout 1989, Status of Women Canada has worked closely with Statistics Canada in preparing the 1990 update of Women in Canada: A Statistical Report. This document includes statistics on many aspects of Canadian women's lives.

The Social Sciences and Humanities Research Council published a booklet for Council support applicants entitled, On the Treatment of the Sexes in Research, in 1985. This booklet addresses the issue of sex as a social variable in research and the use of appropriate language.

International action by Canada:

The Economic Commission for Europe (ECE), one of five U.N. regional commissions based in Geneva, has no particular body or program in which questions concerning women are addressed. The only case where women's issues are examined is in a sub-program within the context of the Conference of European Statistics which evaluates statistical indicators on women. The ECE is also involved in joint activities with the International Research and Training Institute for the Advancement of Women (INSTRAW). Canada has participated in the ECE since 1973 and attended a recent meeting held in Geneva in November 1989 which dealt with the issue of statistics and women.

References:

Burch, Thomas. Family History Survey: Preliminary Findings. Ottawa, Statistics Canada, 1985, Cat. No. 99-955.

Eichler, Margrit and Jeanne Lapointe. On the Treatment of the Sexes in Research. Ottawa, Social Sciences and Humanities Research Council of Canada, 1985.

Statistics Canada, Guide to Statistics Canada Data on Women. Ottawa, 1987, Cat. No. 11-523.

Statistics Canada, Social and Economic Studies Division. Women in Canada: A Statistical Report. Ottawa, 1990, Cat. No. 89-503, 2nd edition.

Women's Studies

FLS paras., 82,167,168

Women's Studies programs have developed, especially throughout the past decade, in response to a need for scholarship focusing on women from a women's perspective. These programs are usually interdisciplinary and have challenged many of the assumptions of traditional scholarship.

What the FLS paragraphs say:

- there should be promotion and application of women's studies inside and outside the conventional learning institutions.

Canadian situation:

Women's Studies programs and courses are available throughout Canada at secondary schools, community colleges and universities.

In 1984, the federal government announced the establishment of an endowment fund to create five Chairs of Women's Studies in Canadian universities to promote scholarly research on women. An amount of \$500,000 was given to establish each Chair of Women's Studies. The five chairs are located at: Mount St. Vincent University (Nova Scotia), Simon Fraser University (British Columbia), University of Ottawa (a joint chair with Carleton University) (Ontario), University of Winnipeg (a joint chair with University of Manitoba) (Manitoba), and Laval University (Quebec).

In 1987, Status of Women Canada carried out a survey for the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW). This survey investigated Canadian academic programs which address women's issues and has resulted in a data bank which currently lists professors, courses and extra-curricular activities offered at various universities and colleges across the country.

The Canadian Research Institute for the Advancement of Women (CRIAW), a non-governmental feminist organization, was founded in 1976 to encourage, coordinate and disseminate research into women's experience. CRIAW maintains a bank of feminist researchers.

GENDER DISCRIMINATION AND VIOLENCE

Communications Policy - Women's
Participation

FLS paras., 85,206,207

The portrayal of women in the media is affected by those who hold decision-making positions. The employment of women in professional, advisory and decision-making positions should be a priority to ensure that women's needs and perspectives are included in communications policy.

What the FLS paragraphs say:

- ° the participation of women at all levels of communications policy should be ensured;
- ° measures should be introduced to eliminate stereotyped images;
- ° women should be provided easier access to information;
- ° women's participation should be encouraged in the development of alternative forms of communications; and
- ° the numbers of women in publicly-operated communications networks should be increased.

Canadian situation:

The government believes it is important that women have equal opportunity to participate fully in all aspects of the Canadian broadcasting system. The government addressed this issue in Bill C-40, tabled on October 12, 1989. The proposed legislation confirms that Canadian women should be reflected fairly and participate fully in all aspects of the industry. This legislation applies to all broadcasters, requiring them to comply with the practice of employment equity by employing a broad cross section of Canadians at all levels of the industry. The current provisions of the Employment Equity Act apply to broadcasters with over 100 employees.

Canadian Broadcasting Corporation

Employment equity and equal opportunity for women has been a priority for the Canadian Broadcasting Corporation (CBC) since 1975. That year, a Task Force on the Status of Women was commissioned by the President, and as a result of its recommendations, an Office of Equal Opportunity was created to provide guidance on the implementation of corrective measures to ensure equitable career opportunities for women in the Corporation.

In June 1986, the federal government passed the Employment Equity Act which requires all Crown corporations to ensure equality in employment and career opportunities for women, aboriginal people, visible minorities and the disabled. In April of 1986, the Corporation appointed an Employment Equity Co-ordinator who is responsible for ensuring that workforce demographics are analyzed, hiring and promotion targets are set, systemic barriers are identified and removed, and programs are developed and

implemented in order to ensure the increased representation of women and the other three target groups throughout all occupational categories in the CBC.

The Corporation's commitment to employment equity is indicated by the increase in the number of female employees from 28% in 1978 to 37% in 1988. This increased representation occurred during a period of downsizing felt throughout the CBC. The representation of women in management moved from 9.4% in 1976 to 19% in 1988. During the same period, women increased their share of upper level management positions, moving from no representation in 1976 to 14% in 1988. The proportion of female reporters has increased from 11% in 1977 to 40% in 1988.

An integral element in the CBC's provision of radio and television programming to all Canadians is the assurance that women are portrayed in a positive fashion on the air. In 1979, the Corporation established the Office of Portrayal of Women in Programming and made it responsible for ensuring that all CBC programming accurately reflects the changing role of women, and contributes to the understanding of issues affecting women in society. In 1989, the Office's name was changed to Equitable Portrayal in Programming, thus reinforcing the principle of equity in depiction.

National Film Board of Canada

In 1974, the National Film Board's English Program Branch established "Studio D" to provide a forum for women filmmakers in Canada. In November 1986, the French Program Branch established "Regards de femmes". The main objectives of these film units are to bring women's perspectives into the media although they also seek to provide practical training for women filmmakers. Both women's units endeavour to respond to community needs in the choice of films they produce.

The Canadian government also funds the Federal Women's Film Program whose aim is to promote the working together of federal government departments and agencies to ensure the production and distribution of timely films which reflect women's perspectives on current issues affecting women and society. The National Film Board produces and administers the Federal Women's Film Program, matching, in human and technical resources, every dollar invested by federal departments.

From 1978 to 1981, the NFB commissioned two studies on the under-representation of women, and recommendations were made as to what steps ought to be taken to eliminate discrimination practices and give a greater access to women in occupational groups where they were under-represented. In 1986, the NFB's third report, entitled Equality and Access: A New Social Contract, recommended that an Employment Equity Program be established with its own resources. An Employment Equity Program Branch was created and a Director reporting directly to the Government Film Commissioner

was named. The Branch's objectives were twofold: to achieve parity between male and female employees in all continuing, temporary and contract positions, in all occupational groups and at all levels, by 1996; and to ensure women a more equitable place in all aspects of film production throughout the country by creating training and apprenticeship programs.

References:

Beyond the Image: A Guide to Films About Women and Change.
National Film Board of Canada, Montreal, 1984.

Canadian Voices Canadian Choices: A New Broadcasting Policy for Canada. Supply and Services Canada, 1988.

Media and Society: A Guide to the NFB Media Literacy Video.
Montreal: National Film Board of Canada, 1989.

Sex-role Stereotyping in the Broadcast Media: A Report on Industry Self-regulation. Canadian Radio-Television and Telecommunications Commission, Ottawa, January 1986.

See also: **Sexual Stereotyping**
Sexual Stereotyping in Educational Curricula

Pornography

FLS para., 85

Stereotypes of the roles of women and men, and of female sexuality, abound in all countries. Even the most minor stereotypes contribute to popularly-held beliefs which intensify discrimination against women in all aspects, including employment and family life. Pornography is considered an extreme form of the portrayal of women as sex objects.

What the FLS paragraphs say:

- high priority should be given to substantial improvements in the image of women portrayed in the media and to controlling pornography and other obscene portrayals of women.

Canadian situation:

Several pieces of federal legislation deal with pornography, violence and the degradation of men, women and children. The federal Criminal Code addresses obscenity, not pornography, with a definition based on 'community standards'.

The Canadian Radio-television and Telecommunications Commission (CRTC) has in place regulations pertaining to pornography. Section 5(1) of the CRTC's Television Broadcast Regulations, 1987, provides that a television station or network operator shall not broadcast:

- (a) anything in contravention of the law;
- (b) any abusive comment of abusive pictorial representation that, when taken in context, tends or is likely to expose an individual or a group or class of individuals to hatred or contempt on the basis of race, national or ethnic origin, colour, religion, sex, age, mental or physical disability;
- (c) any obscene or profane language or pictorial representation; or
- (d) any false or misleading news.

Members of the Canadian public are always strongly encouraged to make both the broadcasters and the CRTC aware of any violations and concerns related to the broadcasters own code and the CRTC regulations.

In April 1985, the Customs Tariff was amended to contain cross-references to the obscenity and hate literature definitions of the Criminal Code and is used by Customs and Excise to prevent importation of materials falling within the terms of those definitions.

The Special Committee on Pornography and Prostitution (the Fraser Committee), in its examination of this issue, found that the present law and penalties were inadequate. The Minister of

Justice is considering legislation to prohibit child pornography and depictions of sexual violence.

Through the Women's Program of the Secretary of State Department, the government provides support to women's groups such as the Canadian Coalition Against Media Pornography (CCAMP), to give input to the development of public policy on these issues.

References:

Pornography and Prostitution in Canada: Report of the Special Committee on Pornography and Prostitution. Ottawa, Supply and Services Canada, 1985.

Sexual Offences Against Children: Report of the Committee on Sexual Offences Against Children and Youths. Ottawa, Supply and Services Canada, 1984.

Prostitution

FLS paras., 290,291

Women are often reduced to sex objects and marketable commodities by forced prostitution, sex tourism and pornography. Forced prostitution imposed on women is often a result of rapid urbanization and immigration which leaves women under-employed or unemployed. As well, women's traditional dependence on men leaves them vulnerable to forced prostitution. Refugees and missing persons often include women who are thus victimized.

What the FLS paragraphs say:

- women are often the victims of trafficking and involuntary prostitution;
- international measures should be introduced to deal with this issue;
- governments should provide alternative employment opportunities for prostitutes; and
- strict enforcement measures should be introduced to stem the violence, drug abuse and crime related to prostitution.

Canadian situation:

In December 1985, the Criminal Code was amended by the Parliament of Canada to respond to the problem of street solicitation for the purposes of prostitution. The new provision aims at a more effective control of street prostitution by making criminal the attempt to communicate with or to stop a person in a public place for the purposes of offering or obtaining the sexual services of a prostitute. This amendment followed upon the completion of two government commissions dealing with prostitution: the Badgley Committee, which presented its findings, Sexual Offences Against Children, in August 1984, and the Fraser Committee, reporting in April 1985 (Pornography and Prostitution in Canada).

The new law also requires a mandatory review of the soliciting provision; in April, 1989, the House of Commons designated the Standing Committee on Justice and Solicitor General for this purpose, and the committee conducted hearings in the fall of 1989. The review must be completed within a year after commencement.

In order to support the review, the Department of Justice completed research assessing whether the amendment to the Code was achieving its purpose. A synthesis report, Street Prostitution: Assessing the Impact of the Law, was prepared in both official languages and was released August 1, 1989.

On January 1, 1988, Bill C-15, An Act to amend the Criminal Code and the Canada Evidence Act, became law in Canada. This legislation contains specific provisions relating to juvenile prostitutes which impose a criminal sanction against customers of young prostitutes and a harsher penalty for living on the avails of juvenile prostitution. The Department of Justice has plans to assess the impact of the new law in the near future.

References:

Canadian Advisory Council on the Status of Women, Prostitution in Canada, Ottawa, March 1984.

Pornography and Prostitution in Canada: Report of the Special Committee on Pornography and Prostitution. Ottawa, Supply and Services Canada, 1985.

Sexual Offences against Children: Report of the Committee on Sexual Offences against Children and Youths. Ottawa, Supply and Services Canada, 1984.

Sexual Harassment

FLS para., 139

The sexual harassment of women (unwanted touching, demands of sexual favours, etc.) by employers and co-workers has been an emerging issue over the past decade.

What the FLS paragraphs say:

- measures are proposed to prevent sexual harassment on the job and sexual exploitation in specific jobs; and
- governments should develop appropriate legislative measures for redress for harassment.

Canadian situation:

Sexual harassment is prohibited in many jurisdictions by human rights codes, either expressly or through judicial interpretations. The Canadian Human Rights Act forbids harassment under any of the 10 grounds specified in the Act. Provisions in the Canada Labour Code establish the right of employees in the federal jurisdiction to employment which is free of sexual harassment and require employers to implement policies and practices to ensure protection of this right. The Canadian Human Rights Act was amended in 1983 to make an employer responsible for the discriminatory acts committed by one employee against another.

The Women's Bureau of Labour Canada has produced a video entitled "Sexual Harassment in the Workplace", which deals with the issue in an informative and educational manner. Through a series of vignettes, interviews, and presentations, the video explores the issue of sexual harassment, outlines employers' obligations and responsibilities and employees' rights under the Canada Labour Code, and provides information on prevention and redress.

Most governments and many large employers (e.g. universities) have developed and publicized codes of conduct and procedures for handling sexual harassment complaints.

Sexual Stereotyping

FLS paras., 56,85,206

Communications have a cumulative impact on the perception of individuals. The media's portrayal of stereotyped images of women can have a profoundly adverse effect on attitudes towards and among women. It is therefore essential to eliminate such images in order to increase public awareness that women can and should be equal partners with men.

What the FLS paragraphs say:

- ° many obstacles to the equality of women are a result of sex-stereotyping;
- ° governments are called upon, through legislation and public education, to improve the portrayal of women in the media and to promote positive images of women; and
- ° sexual stereotyping is also clearly linked to the participation of women in communications decision-making.

Canadian situation:

In 1979, as part of Canada's commitment to the goals of the United Nations Decade for Women, Canada developed a National Plan of Action, which recommended that the federal government 'produce guidelines for the elimination of sex-role stereotyping both in government communications and in the media'. Status of Women Canada was given the mandate of monitoring the implementation of the guidelines to eliminate sexual stereotyping in government communications, and reported to Cabinet in December 1985. In 1984, the Treasury Board issued guidelines on the Elimination of Sexual Stereotyping in Government Communications.

On December 22, 1986, the Canadian Radio-television and Telecommunications Commission (CRTC) released a policy on sex-role stereotyping in broadcasting. The CRTC requires that the Canadian Association of Broadcasters (CAB) impose a self-regulatory code on sex-role stereotyping as a condition of licence for the private broadcast industry. These initiatives followed closely a comprehensive study undertaken by government and the broadcasting industry on sex-role stereotyping. The CRTC, the Department of Communications and industry are currently funding a repeat of this study. This will allow government and industry to determine in quantifiable terms the progress in this area since the CRTC policy was introduced.

The government is concerned with the manner in which broadcasting reflects Canadian women. The government feels that distorted and distasteful stereotyping must be eliminated and that women must be offered equal opportunity to participate fully in all aspects of the Canadian broadcasting system.

The government has addressed these issues in Bill C-40 tabled on October 12, 1989. The proposed legislation confirms that Canadian women should be reflected fairly and participate fully in all aspects of the industry:

- 3(1)(c)(iv) The Canadian broadcasting system should ... through its programming and the employment opportunities arising in its operations, serve the needs and interests and reflect the circumstances and aspirations, of Canadian men, women and children including equal rights, the linguistic duality and multicultural nature of Canadian society and the special place of aboriginal peoples within that society.

The Canadian Broadcasting Corporation (CBC), conscious of the power of broadcasting in the elimination of stereotypes, has articulated a series of specific policies pertaining to the portrayal of women in programming: Stereotypes in CBC Programming (June 1980), Portrayal of Women in CBC Programming (December 1979), Good Taste (October 1984) and Violence in General Programming (October 1984). These policies formulate the standards which the CBC sets for itself in journalistic performance and general programming.

In March 1987, Media-Watch, a national voluntary organization which has received support from the Women's Program of the Secretary of State, sponsored a conference entitled, "Adjusting the Image", which brought together representatives of women's groups, the broadcasting and advertising industries and regulatory agencies to discuss sex-role stereotyping in broadcasting.

References:

Canadian Voices Canadian Choices: A New Broadcasting Policy for Canada. Supply and Services Canada, 1988.

Report on the Implementation of the Government's Policy and Related Guidelines on the Elimination of Sexual Stereotyping from all Forms of Government Communications. Ottawa, Status of Women Canada, December 1985.

Sex-Role Stereotyping in the Broadcast Media: CRTC Policy Statement. Ottawa, Canadian Radio-television and Telecommunications Commission, December 22, 1986.

Towards Equality: A Progress Report, 1979 - 1982. A report on the Implementation of the Plan of Action on the Status of Women. Ottawa, Status of Women Canada, 1984.

When I Grow Up: Career Expectations and Aspirations of Canadian School Children. Labour Canada Women's Bureau. Ottawa, Supply and Services Canada, 1986.

See also: Communications Policy - Women's Participation Pornography

Victims of Crime

FLS para., 76

Laws dealing with violent crimes, wife battering, or crimes of a sexual nature against women have generally been based on historical concepts of women as property, on valuing chastity, and on inaccurate stereotypes of women's sexuality and credibility. These attitudes often also permeate the enforcement and prosecution process.

What the FLS paragraphs say:

- specific measures should be provided to address the needs of women as the victims of crimes, including victims of incest, sexual assault and wife battering;
- legislation and the enforcement of legislation should be introduced to end the degradation of women;
- attention should be paid in criminology training to the situation of women; and
- guidance should be given to enforcement authorities to deal sensitively with victims.

Canadian situation:

The federal Criminal Code deals with many crimes, including sexual assault. On January 4, 1983, Bill C-127, An Act to Amend the Criminal Code in Relation to Sexual Offences Against the Person, became Canadian law. The sexual assault provisions of Bill C-127 made significant amendments to the Criminal Code with regard to the substantive, procedural and evidentiary aspects of the rape and indecent assault laws in Canada. The 1987 Bill C-89, An Act to amend the Criminal Code (victims of crime), makes the criminal trial and sentencing process more responsive and sensitive to the needs of victims of crimes. The proposals will protect and assist victims of crime by addressing the physical, emotional and economic costs of victimization.

The enforcement of the Criminal Code and the treatment of victims is a shared responsibility between federal and provincial governments. The application and interpretation of the law is carefully monitored by justice authorities, statistical gathering bodies and non-governmental organizations at federal and provincial levels. Many police services have developed special protocols or procedures for dealing with victims of violent crime such as sexual assault, incest and wife battering.

The federal government has supported a number of local initiatives which emphasized the coordination of services to victims of crime as well as model victim assistance projects which either involved the police as primary providers of assistance or as collaborators with private sector agencies. In order to ensure that complete forensic evidence is collected and to facilitate investigations, the Royal Canadian Mounted Police (RCMP) has also developed and distributed sexual assault evidence kits.

RCMP detachments are presently training their officers on the special needs of victims with respect to shelters, counselling, professional and financial services. Volunteers working in collaboration with the police forces are increasing throughout Canada. Significant efforts are made through government policies and programs to reduce victimization by enhancing community awareness and public understanding of the long-term effects of victimization.

In respect of victims of crime, the National Parole Board has developed a brochure explaining the purpose of parole, as well as the parole process, policies and procedures. Furthermore, the Board has identified resource persons both at the regional offices and at headquarters to whom victims can make oral presentations.

Changes are being made to procedures for giving evidence by the victim that will ease the onus and stigma of taking a case to court. For all sexual offences, the protection against disclosure of identity is extended to all victims and witnesses. In the case of adult witnesses, the ban on publication of identity is discretionary. In the case where application is made by any victim or witness under the age of eighteen years, the name of the victim is not released to the public. Although sexual assault victimization is high, the reporting of this offence to police remains low in comparison to other crimes. Protecting the identity of these victims, where necessary, will help in obtaining their cooperation in testifying and encourage increased reporting of these offences.

The National Victims Resource Centre, managed by the Department of Justice Canada, has been established on an experimental basis to disseminate information to organizations and individuals who are interested in issues related to criminal victimization. The Centre contains more than 3,000 bibliographic records, information on over 500 Canadian victim services programs, detailed records of more than 225 research and demonstration projects on the subject of victims and other related matters. The Centre also provides information packages on all areas of victims of crime.

International action by Canada:

Canada participated in the Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in Milan, Italy, August 1985. The Congress discussed the issue of women as victims of crime, and in particular, family violence. Their recommendations for justice for crime victims were adopted by the United Nations General Assembly in November 1985.

See also: Violence Against Women

Violence Against Women

FLS paras., 76,231,245,258,271,288

Women suffer from violence in ways which are directly linked to their gender and to the attitudes of society (and specifically of men) regarding the role and status of women. Examples of this violence include wife battering, sexual assault, incest, elder abuse and sexual harassment. Traditionally, legal recourse for women suffering these types of abuse has been inadequate, if not non-existent. While legislative and policy changes have taken place, the primary obstacle in addressing these problems remains attitudinal.

What the FLS paragraphs say:

- governments should undertake measures which would prevent and eliminate all violence, including family violence;
- governments should provide shelter, support and legal and other services to abused women and their children;
- governments should increase public awareness of violence against women as a societal problem; and
- policies, legislation and rehabilitative programs should be instituted for offenders.

Canadian situation:

The federal and provincial governments have taken significant action in this area in recent years. In 1982, Bill C-127 overhauled the substantive definitions and evidentiary rules relating to sexual offences. The offences of rape and indecent assault were replaced by a three-tiered structure of sexual assaults. Focusing on the assaultive and violent nature of sexual offences, the provisions are gender neutral and permit one spouse to charge the other with sexual assault. With respect to evidence, the provisions limit the types of questions which can be asked regarding the complainant's sexual history and reputation and the Crown need no longer corroborate the complainant's evidence or lead evidence as to when the complainant told others about the assault. These changes in the law have been assessed by the Department of Justice and it is expected that a synthesis of this research will be released in early 1990.

On January 1, 1988, new legislation came into effect which redefined sexual offences to ensure that they more appropriately and more fully cover the field of conduct which is associated with the sexual exploitation of children and young persons. As well, the legislation amends the law of evidence to deal with the problem of the admissibility of children's evidence and provides procedures for obtaining their evidence.

The jurisdiction for issues related to police practices is shared with the provinces. The Ministry of the Solicitor General does, however, play a leadership role through the support of research and demonstration projects designed to develop and evaluate more effective police responses to wife assault. A number of

demonstration projects have emphasized an integrated response to wife battering, involving police, legal, health and social services. The Ministry has also been instrumental in the development of community-based experimental treatment projects for batterers and training material for police and other professionals.

The Royal Canadian Mounted Police (RCMP) is responsible for policing in the Territories and provides services under contract to eight provinces and over 190 municipalities. The RCMP has made significant changes to its policy directives regarding victims. Present policy clearly directs the RCMP to investigate and lay charges in cases of spousal assault with the intention of enhancing public awareness and support for women victims. The RCMP has modified its statistical reporting system to permit the specific analysis of family violence. The federal government also encourages police to lay charges in cases of wife assault. Training at the recruit and in-service levels has been increased in the RCMP and many other police forces to reflect current thinking regarding protection for women victims. The Canadian Police College includes a special course for the Canadian police community on family violence and senior training courses for officers include sessions on crimes against women.

Correctional Service Canada (CSC) recently held a national family violence conference which was used as a staff training opportunity. CSC has initiated a process to incorporate family violence counselling within its living skills program for offenders.

In response to a directive from Ministers Responsible for the Status of Women, a Federal/Provincial/Territorial Working Group of Status of Women Officials on Wife Battering produced a report on the subject of violence against women in 1984. In 1986, a final report reviewed the implementation of the 1984 initiatives and discussed further action. It was accepted at the 1986 Federal/Provincial/Territorial meeting of Ministers responsible for the Status of Women.

Several provincial governments have embarked on extensive public awareness campaigns on the issue of wife battering (e.g. Ontario, Manitoba, Alberta, Nova Scotia and British Columbia).

Health and Welfare Canada has a National Clearinghouse on Family Violence which has available a wide variety of information on issues relating to wife battering, child abuse, and elder abuse. Its resources include publications and a Family Violence Film/Video Collection and it is now accessible to the general public through a toll free number.

Beginning in 1986-87, Health and Welfare Canada was allocated \$20 million and the Department of Justice was awarded \$5 million over a five year period for child sexual abuse initiatives.

The federal government introduced a major initiative to combat family violence (child sexual abuse, child abuse, spousal assault and elder abuse) in June, 1988. This four year, \$40 million initiative led by the Department of National Health and Welfare, involves many government departments including the Department of Justice, Ministry of the Solicitor General, the Department of Indian and Northern Affairs, Secretary of State, and Status of Women Canada. All initiatives in these areas are coordinated via the Family Violence Prevention Division of Health and Welfare Canada. Representatives of the government departments are in the process of consulting with the provinces, territories and national NGOs to develop a national strategy which will lead to improved intergovernmental, inter-agency and cross-disciplinary measures to combat these problems. Specific initiatives include: public education and awareness; development of resource materials for professional groups and for the general public; development of protocols; research on the social causes and the social and health consequences of child sexual abuse; and regional or national seminars and conferences.

Also part of this commitment is Project Haven which is administered by Canada Mortgage and Housing Corporation. This program provides shelter assistance for victims of family violence. As part of the \$40 million initiative, \$22.2 million over 4 years was allocated to provide funding for up to 500 units across Canada for battered women and their children. The Family Violence Initiative also provides funding for projects initiated by Indian and Inuit communities to prevent family violence and child sexual abuse. The combined amount of \$1.4 million is jointly administered by Indian and Northern Affairs and Health and Welfare Canada, with the participation of an Aboriginal Committee which reviews and recommends proposals from communities and organizations.

In 1989 the Department of the Secretary of State funded a major study of women as victims of crime in cities, entitled the City for Women: No Safe Place. Written by Linda MacLeod, an expert in wife assault and other justice issues affecting women, the study brings together existing Canadian data on women's fear of crime and on the extent of women's victimization both within and outside the home. It also provides a number of concrete recommendations for action.

References:

Federal/Provincial/Territorial Report on Wife Battering to the Meeting of Ministers Responsible for the Status of Women. Ottawa, Minister of Supply and Services, 1984.

Final Report of the Federal/Provincial/Territorial Working Group on Wife Battering. Ottawa, Status of Women Canada, June 1986.

See also: Victims of Crime

WOMEN WITH SPECIAL NEEDS

Aboriginal Women

FLS paras., 302-304

Aboriginal or 'indigenous' women are, in many countries, doubly disadvantaged by reason of their sex and racial origin.

What the FLS paragraphs say:

- ° fundamental human rights should be guaranteed to indigenous women;
- ° these women should have access to training and education;
- ° they should have access to health and welfare services in their own language; and
- ° they should participate fully in the development and implementation of programs affecting them.

Canadian situation:

According to the 1986 Census, about 3% of Canada's population are of aboriginal (Indian or Inuit) origin.

Both aboriginal women and men have lower labour force participation rates and higher unemployment rates than other groups in Canada. They also have lower educational attainment and income and are over-represented in unskilled occupations. In 1986, the labour force participation rate of aboriginal women was 51.0% in comparison to 55.9% for all women and 70.3% for aboriginal men. The unemployment rate of aboriginal women at 21.8% was about 2 percentage points lower than that of aboriginal men (23.5%). It was almost twice as high as the 11.2% unemployment rate of all women in Canada.

The occupational distribution of aboriginal women indicates that they are concentrated in service and unskilled occupations. In 1986, about 16% of all aboriginal women were in unskilled occupations compared with 12.7% of all women; 20.4% were in service occupations as opposed to 13.9% of all women in Canada.

About 25% of aboriginal women in 1986 had less than grade 9 education in comparison to 17.6% of all women in Canada. Less than 4% of aboriginal women have university education as opposed to 7.9% of all women in Canada.

In 1985, 77.4% of aboriginal women had an income of less than \$15,000. About 59% of aboriginal men and 73.6% of all women in Canada had an income of less than this amount.

In 1984, Canada's Constitution was amended to provide that its provisions which recognize and affirm aboriginal and treaty rights are guaranteed equally to both male and female persons.

In 1985, the Indian Act was amended to eliminate provisions that discriminated on the basis of sex and to redress past discrimination. For example, the amendments provided means whereby Indian women who had lost status by marriage to

non-Indians could regain their Indian status and membership in their band. The same legislation made provision for the registration of their children as Indians. To date, over 59,000 women and children have been registered under these amendments.

Some Canadian aboriginal women (registered Indians and Inuit) have access to free training and education as well as health and welfare services. While some of these programs are available in aboriginal languages, not all programs are available in the 53 aboriginal languages spoken in Canada.

With the assistance of a native advisory committee, Health and Welfare Canada (HWC) and Indian and Northern Affairs Canada (INAC) jointly administered \$1,450,000 for family violence projects in Indian and Inuit communities. By means of contribution agreements, funds were provided to Indian and Inuit organizations to carry out community based projects aimed at addressing social and health problems related to family violence. Many of these projects addressed violence against native women.

The Canadian Aboriginal Economic Development Strategy (CAEDS) of 1989 is a partnership of Indian and Northern Affairs Canada (INAC), the Canada Employment and Immigration Commission (CEIC) and Industry, Science and Technology Canada (ISTC), which provides long-term employment and business opportunities to Canada's aboriginal citizens, both women and men, by giving them the means to manage effectively their own business enterprises, economic institutions, job training and skill development.

The Aboriginal Economic Programs (AEP) of ISTC play a key role in implementing CAEDS and have taken steps to ensure that aboriginal women have equitable access to all components of the program. These include: a program review with aboriginal women entrepreneurs and leaders; a minimum of one third female representation on the project review boards; taking into account the particular circumstances of aboriginal women when assessing their proposals; providing a range of pre-start-up and after start-up care, support, counselling and training services; and increasing the number of ISTC/AEP office sites.

A working group comprised of representatives from the three national aboriginal women's associations and Status of Women Canada was established in September 1988 to develop a Plan of Action on the Economic Development for Aboriginal Women. This Plan of Action focuses on the following six areas: the collection of disaggregated data for use in program and policy development, and program evaluation; the development of a federal policy addressing the economic needs of aboriginal women; the implementation of procedures within federal economic development programs to ensure equitable access to resources by aboriginal women; the development of mechanisms to increase awareness of and access to economic development programs; and the facilitation of education and training for aboriginal women through grants and scholarships.

The Public Service Commission of Canada administers the National Indigenous Development Program, designed to increase the representation of aboriginal peoples at all levels in the federal Public Service through on-the-job-training and career development opportunities. The Commission also administers the Northern Careers Program which is aimed at increasing the number of aboriginal peoples at all levels in the federal Public Service north of the 60° Parallel, as well as in key positions in community and native organizations, territorial and municipal governments and in the private sector. Approximately one half of the program resources are targeted to aboriginal women.

The federal government has undertaken steps to identify options and propose policy responses with respect to the specific problems faced by aboriginal women in conflict with the law. Aboriginal women represent approximately 14% of admissions to federal custody, while representing only 2% of Canada's female population.

The Correctional Service of Canada, in partnership with the voluntary sector, has created a Task Force on Federally Sentenced Women which is to examine the process federal female offenders go through from point of sentence to warrant expiry and make recommendations for improvements to the correctional system. The Task Force recognizes aboriginal female offenders as a doubly-disadvantaged group in this process.

Solicitor General Canada has supported the creation of a national Aboriginal Women's Caucus to deal specifically with issues relating to female corrections and related justice issues. Together with the Province of Saskatchewan, the Solicitor General Canada is supporting the development of innovative programming for the newly announced Community Residential Centre (CRC) for female offenders in Saskatchewan. This Centre will provide services for aboriginal female offenders.

International Action by Canada:

Canada and Canadian aboriginal groups were active in the revision of ILO Convention 107 concerning Indigenous and Tribal Populations, 1957, that resulted in the drafting of the new ILO Convention 169 on Indigenous and Tribal Peoples, 1989, now adopted by the ILO. Article 3.1 of the new Convention states:

Indigenous and tribal peoples shall enjoy the full measure of human rights and fundamental freedoms without hindrance or discrimination. The provisions of the Convention shall be applied equally to male and female members of these peoples.

This new Convention is now open to ratification by member countries, including Canada.

References:

Availability Data Report on Designated Groups. Ottawa,
Employment and Immigration Canada, January, 1989.

Statistics Canada, 1986 Census, Profile of Ethnic Groups, Cat.
No. 93-154, Table 1.

Statistics Canada, 1986 Census, Total Income: Individuals, Cat.
No. 93-114, Table 6.

See also: **Economic Policies and Planning - Impact on Women**

Disabled Women

FLS para., 296

Physical and economic disadvantages as well as social attitudes often keep disabled women in a doubly disadvantaged situation. Disabled women continue to carry family responsibilities despite their disabilities. Single parent women who are disabled or who have disabled children face a heavy economic burden. Disabled women can face discriminatory treatment in employment, housing, recreation, communications, health and social services and transportation. As caretakers of disabled persons, women quite often bear the full burden of caring for the disabled members of their families, while also working outside the home.

What the FLS paragraphs say:

- ° governments should adopt the Declaration on the Rights of Disabled Persons and the UN World Program of Action concerning Disabled Persons;
- ° the greater participation of disabled women in all occupational and social rehabilitation measures as well as in all aspects of life is urged; and
- ° the rights of intellectually disabled women and minors should be respected, recognizing in particular, disabled women's right to obtain health information and to consent or refuse medical treatment.

Canadian situation:

The plight of disabled women is progressively gaining attention in Canada. Approximately fourteen percent of the female population aged 15 and over had a functional limitation in 1986. The 37.6% labour force participation rate of Canadian women with disabilities is 30 percentage points lower than that of women who are not disabled. It is also 22 percentage points lower than the participation rate of men with disabilities. In 1986, the unemployment rate of disabled women was 17% compared with 11.6% for women without disabilities and 14.2% for men with disabilities. The occupational distribution of women with disabilities is similar to that of other women in that about 51% are concentrated in clerical, sales and service work.

The year 1981 was declared the International Year of the Disabled. The Canadian Declaration on the Decade of Disabled Persons (1983-1992) was signed on December 10, 1985 and is in harmony with the initiatives of the U.N. World Program of Action Concerning Disabled Persons (WPA).

Canada's evolving response to implementation of the WPA has focused on a variety of strategies and interventions including legislation promoting awareness and facilitating partnerships among various sectors to promote positive change in the status of disabled persons.

Canadian initiatives stress the independence and equality of disabled persons and their full participation and integration into Canadian society. The following is an overview of a number of initiatives which have been taken.

In 1988, the first results were released of a post-censal Health and Activity Limitations Survey conducted in 1986 by Statistics Canada to document the extent of the disabled population in Canada. The data show that 3.3 million Canadians reported some form of physical or mental disability. The data provide a comprehensive profile of disabled Canadians and are being used by policy makers, advocacy groups and researchers to develop a more precise understanding of the problems faced by disabled persons and the nature of solutions required.

The Employment Equity Act (1986) requires companies under federal jurisdiction and having over 100 employees to develop employment equity plans and file a report annually providing data on their work and describing measures undertaken to implement these plans. Disabled persons and women are two of the target groups included in the legislation. Annual reports on progress being made under the legislation are tabled in Parliament at the end of each year.

The Public Service Commission of Canada administers a special Access Program designed to increase the representation of disabled persons in the federal public service. Approximately one half of the program resources are targeted to disabled women. The Commission also administers a Technical Aid Loan Bank that provides short-term loans of adaptive devices to federal departments to assist in the integration of disabled persons into the federal Public Service.

Employment and Immigration Canada has undertaken a two-year pilot project to link Canadian employers to the U.S.-based Job Accommodation Network (JAN). JAN is a telephone consulting service with a data bank containing thousands of examples of how employers have successfully accommodated their disabled workers.

The Standing Parliamentary Committee on the Status of Disabled Persons published a report, "No News Is Bad News", in September 1988. This report detailed findings and recommendations regarding its investigation into the media portrayal of disabled persons.

Taxation statistics show that the disability tax deduction was extended to over 77,280 disabled Canadian women for the 1987 taxation year. Under tax reform, the disability deduction was converted to a non-refundable tax credit which directly reduces the tax payable for 1988 and subsequent years. In 1989, the non-refundable tax credit of \$557 for disabled persons provided tax assistance equal to that of a deduction of \$3,276 for those with taxable incomes of up to \$27,850. The tax credit also provides provincial income tax savings. In 1989, further changes were made to the Income Tax Act to allow persons with disabilities to

deduct the cost of care provided by a part-time attendant required to enable the individual to work (to a maximum of \$5,000 of earned income).

The report of the Review of Fiscal Arrangements Affecting Persons with Disabilities, focusing on the Canada Assistance Plan and the Vocational Rehabilitation of Disabled Persons Act, was submitted to federal, provincial and territorial (F/P/T) Ministers of Social Services in 1988. In January of 1989, the F/P/T Deputy Ministers of Social Services proposed follow-up activities. In September 1989, Social Service Ministers agreed in principle to pursue further cooperation within work plans to be developed by Deputy Ministers.

Under the National Housing Act, Canada Mortgage and Housing Corporation has the Residential Rehabilitation Assistance Program for the Disabled, designed to assist disabled persons in the modification of their dwellings to improve accessibility. The budget for this program has steadily increased to a projected budget of \$12,630,000 for 1989.

Secretary of State and Health and Welfare Canada are sponsoring an Independent Living Demonstration project to provide funding to the Canadian Association of Independent Living Centres and its local affiliates. The intent of the project is to establish a network of independent living centres across Canada to demonstrate that the centres are a viable service delivery model for supporting independence for persons with disabilities.

Fitness Canada and the Fitness and Amateur Sport Women's Program have completed three publications concerning physically disabled women, entitled Physical Activity Patterns and Needs of Physically Disabled Women in Canada (1987), Physical Activity and Women with Disabilities ... A National Survey (1989) and Physical Activity for Canadians with a Disability (1989).

Studio D of the National Film Board released a film in November 1987 on physically disabled women entitled, "The Impossible takes a Little Longer".

National Access Awareness Week, first celebrated June 4-10, 1989, has been developed to encourage communities across Canada to promote access for persons with disabilities in the areas of employment, transportation, housing, education and recreation.

In 1986, Canadian disabled women organized their own group, Disabled Women's Network (DAWN), whose objectives are to establish and maintain a communication network among disabled women, to provide public education about the needs and concerns of disabled women and to provide support and resources to disabled women. DAWN has prepared a series of position papers which were presented to the Parliamentary Standing Committee on Human Rights and the Status of Disabled Persons in 1989. In 1989, DAWN also published four reports dealing with the issues of employment, self-image, violence and parenting.

In 1988 and 1989, the Disabled Persons Participation Program was involved with two symposia on the women's movement and women with disabilities, leading to linkages between mainstream women's groups, academics and women with disabilities.

References:

Beating the "Odds": Violence and Women with Disabilities, DAWN, Ottawa, March 1989.

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Health and Activity Limitation Survey, Highlights: Persons with Disabilities in Canada, Ottawa, Statistics Canada, 1990, Cat. No. 82-602.

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The Health and Activity Limitation Survey (1986), Statistics Canada, Ottawa, 1989.

The Only Parent in the Neighbourhood: Mothering and Women with Disabilities, DAWN, Ottawa, March 1989.

Who Do We Think We Are: Self-Image and Women with Disabilities, DAWN, Ottawa, February 1989.

3,300,000 Canadians: Insights from the Parliamentary Forum on the Status of Disabled Persons, Ottawa, House of Commons, 1988.

Elderly Women

FLS paras., 141,286

An increasing proportion of the world's population is elderly and the majority of the elderly are women. Many elderly women are poor and rely for their income on government assistance programs. These women often face housing and health difficulties. To deal with these problems special measures directed to the elderly and in particular, elderly women, are needed.

What the FLS paragraphs say:

- the 1982 World Plan of Action on Aging recommended to governments the need for policies to direct social insurance for aging women; and
- governments are also instructed to explore the possibilities of employing elderly women in productive jobs encouraging their participation in social and recreational activities.

Canadian situation:

An estimated 17.3% of Canadian seniors 65 years of age and over were below the low income cut-off levels in 1987. This figure is down from 18.9% in 1986 and continues the downward trend in rates for seniors observed during the 1970s and 1980s. However, within this low-income group, 72.7% are women. A further breakdown shows that in 1987, 12.3% of families headed by women over 65 were considered to be low-income, compared to 7.6% of those headed by men 65 and older. An estimated 43.8% of unattached women over 65 were low-income, compared to 26.4% of unattached men 65 and older.

In August 1987, a Minister of State for Seniors was appointed. The Minister is responsible for focusing public discussion on issues of concern to older Canadians, advising the federal government on how to improve its programs and services to make them more responsive to the real needs of seniors, and communicating and consulting with seniors and the public. The Minister Responsible for the Status of Women works closely with the Minister of State for Seniors in this regard.

Government income security and public pension plans provide the major source of income for Canadian seniors, and unattached women 65 and over rely heavily on these sources of income. The Spouse's Allowance Program has been extended to include all low-income, widowed persons age 60 to 64. As a result, an additional 50,000 Canadians, the majority of whom are women, receive a maximum yearly benefit of about \$7,736 (1989).

The Canada Pension Plan (CPP), a compulsory, contributory, social insurance program provides a basic level of protection against the loss of earnings normally associated with the retirement, disability or death of the wage earner. Recent amendments to the Canada/Quebec Pension Plan allow for flexibility in commencement of the pensions between age 60 and 70. Another amendment allows

the survivor benefits to continue after remarriage. The Plan also recognizes that CPP retirement pensions are earned by both spouses during their marriage or common law union and thus, on marriage breakdown, provides for an equal distribution of pension credits earned during cohabitation.

Proposals for a major restructuring of the current CPP survivor's benefit are under study and a federal-provincial working group is currently examining retirement benefits for homemakers.

The Parliamentary Committee on National Health and Welfare's Report was tabled in the House of Commons on April 28, 1988 and is currently being studied by federal and provincial officials.

Effective January 1, 1987, the Pension Benefits Standards Act, which regulates employer-sponsored plans in the federal jurisdiction, was amended in a number of ways. Included in the amendments are standards which entitle the spouse of a plan member to benefit in the event of the death of a plan member or marriage breakdown. All employer-sponsored plans must now offer adequate survivor benefits, and these benefits will continue on the remarriage of the surviving spouse.

Bill C-24 (an omnibus bill to amend a number of public sector pension plans including the Veteran's Pension) received Royal Assent in June 1989. The Bill provides that surviving spouses no longer have their pensions suspended upon remarriage; this affects surviving spouses (mainly widows) who remarry in the future, but also reinstates those who have already remarried.

Amendments to the Unemployment Insurance Act to remove restrictions against persons over 65 have been proposed and are now before Parliament. Persons over 65 would be asked to pay premiums if they continued in employment and would be able to collect unemployment insurance benefits.

National health insurance is available to Canadians of all ages. Canadians aged 65 and over also benefit from free or subsidized health care delivered in the home or the community. The range of health services varies from province to province.

Shelter assistance is provided by federal and provincial programs of forgivable loans to homeowners, landlords and non-profit organizations to repair and upgrade older housing. Various levels of government have co-operated to construct rent geared-to-income housing for seniors. A number of provinces offer shelter allowances which benefit senior centres and some cities offer residential tax deferrals for homeowners.

All three levels of government, voluntary associations, and community agencies, help finance and/or deliver social services which benefit seniors. Visiting homemakers, Meals-on-Wheels, home maintenance and repair services enable many seniors to remain in their own homes or apartments rather than move into an

institution. Many seniors' centres exist across the country, providing service and social facilities, as well as discounts on transportation, entertainment and education for those over 65.

Awareness and education programs are being developed by Health and Welfare Canada to emphasize and promote healthy lifestyles for seniors. One such program focuses on the importance of exercise throughout life, one of the aims of which is to stave off the debilitating effects of osteoporosis. In the fall of 1989, the Older Adult Unit of Fitness Canada, in cooperation with the Secretariat for Fitness in the Third Age, released "Move Through the Years: A Blueprint for Action". This blueprint included reference to "Physical Activity and Aging: A Focus on Women", prepared by the Women's Program of Fitness and Amateur Sport.

The Seniors Secretariat was established within Health and Welfare Canada to provide support to the Minister of State for Seniors. In recognition that most seniors are women and that there were gender-specific needs as well as different conditions affecting the lives of senior women and men, a Round Table on Women and Aging was held to identify major issues for further exploration. The subsequent National Workshop on Women in an Aging Society in October, 1988, focused on the two key issues namely, health and the health care system and economic self-sufficiency. The Proceedings of the National Workshop have been published.

The Seniors Secretariat is following up on the National Workshop on "Women and Aging" by asking various groups in the provinces to consider the need and interest in pursuing locally-adapted workshops/conferences on health care and economic issues affecting women 55 and over. To date, Alberta held two forums in Edmonton and Lethbridge in the fall of 1989. Manitoba held a workshop at the same time while Ontario and Saskatchewan are in the planning stage. Other provinces are showing interest and are scheduling similar events for 1990/91.

In February 1988, the federal government announced a \$30 million annual contribution to fund a Seniors Initiative. This initiative is comprised of a Seniors Independence Program to fund projects aimed at improving the quality of life and independence of Canadian seniors; a research fund to focus on especially significant diseases affecting seniors; as well as additional funding for the New Horizons program and the National Advisory Council on Aging. In the first eighteen months of operation, the Seniors Independence Program has funded over 200 projects with contributions totalling \$28 million. Virtually all of these projects are relevant to women.

The New Horizons Program is continuing to provide opportunities for older retired Canadians to plan, operate and participate in meaningful activities of their own choosing which prove beneficial to themselves and their community. In 1988-89, the program funded 1,862 projects at a cost of \$13.9 million involving more than 250,000 older Canadians.

Women are also active, often in executive capacities, at the regional, provincial and national levels of senior citizens' organizations.

Through their own efforts, and by the example of their successes, older retired Canadians develop new roles for themselves and demonstrate to the public at large their continuing ability to be contributing and vital members of their communities. Women are very much involved in this raising of public consciousness of the later years.

References:

Canadian Advisory Council on the Status of Women. Planning Our Future: Do We Have to be Poor? Ottawa, December 1986.

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Statistics Canada, Income Distributions by Size in Canada, 1987, Cat. No. 13-207, Text Table 1, Table 72.

Supply and Services Canada, Survivor Benefits under the Canada Pension Plan: Consultation Paper, September 1987, Cat. No. H76-53/1987.

Immigrant Women

FLS paras., 302-304

Immigrant women face many problems in the areas of health, education, social services, language, employment and family. These women frequently enter Canada under the 'family class' or 'dependent' category and are not considered a potential part of the labour force. This categorization limits their access to language training. The language barrier causes many immigrant women specific problems in integrating into Canadian society. The lack of adequate language skills often keeps them in low paying jobs and domestic service. Those immigrants with professional qualifications frequently receive inadequate recognition of their education.

What the FLS paragraphs say:

- ° governments should ensure that fundamental human rights to freedom and protection, as enshrined in the relevant international instruments on civil and political rights, are fully guaranteed to women belonging to minority groups; These rights must:
 - protect ethnic, religious and linguistic identity;
 - respect economic, social and cultural rights;
 - provide access to training, job skills and education;
 - protect women's rights as workers; and
 - guarantee their occupational health and safety.

Canadian situation:

Since World War II, women have represented about half of the adult immigrants to Canada and in large part, they originate from Third World countries. Changes in immigration policies over the past twenty years have shifted the emphasis of immigration criteria from country of origin to family reunification, refugee status and labour force skills. While female immigrants often experience downward occupational mobility upon arrival and tend to be over-represented in low skill jobs, they do have a high labour force participation rate.

Attempts to address immigrant women's issues are complicated by shared responsibilities among jurisdictions in Canada. Federal employment training is funded by the federal government, but operated by the provinces. Education systems are within provincial jurisdiction. Provincial employment training is both financed and operated by the provincial government. Health and social services are cost-shared between the federal and provincial governments, but their delivery is a provincial responsibility.

Status of Women Canada chairs a federal Interdepartmental Committee on Immigrant and Visible Minority Women. The purpose of this Committee is to review federal policies, programs and legislation which impact on immigrant and visible minority women in Canada; and to develop recommendations for forward-looking strategies for consideration by the federal government to ensure that immigrant and visible minority women can participate freely

and benefit equally in Canadian society.

The federal government provides language training to adult newcomers through the services of the Canada Employment and Immigration Commission (CEIC). Under the National Training Act, CEIC funds the largest and most structured formal language-training program as part of the Canadian Jobs Strategy direct purchase option. In this program, instruction is available on a referral basis to those in or destined for the work place. According to 1988 statistics, language training seats and allowances were purchased for 6078 females and 6050 males at a cost of more than \$60 million.

Participants are eligible for allowance while attending this training with an exception applied to those sponsored under the Family Class and Assisted Relative (FC/AR) categories. The FC/AR immigrants are not entitled to the basic living allowance since their sponsors agreed to provide extended financial support for the newcomers as a condition of entry. They are eligible for supplementary allowances such as Dependant Care Allowances, Living Away from Home Allowances and Commuting Allowances.

In addition, under the Settlement Language Training Program (SLTP), EIC also funds immigrant-serving agencies to provide basic, coping language skills for adults not destined to the labour market, primarily immigrant women at home with child care responsibilities. The SLTP is a very successful project that provides on-site supervision for the children of participants. As evidence of the success of this program in meeting the needs of immigrant women, the SLTP budget has been increased from \$2.5 million to \$3.5 million for 1989-90.

EIC officials are currently detailing programming for a Language and Orientation Initiative aimed at assisting immigrant women to adapt more easily to Canadian life and to enhance their employment opportunities. Language acquisition is one of the primary goals of the programming being developed. A significant portion of the funding is expected to provide for a new option under the Canadian Jobs Strategy (CJS) to provide language and skills upgrading to immigrant workers in the workplace. The workplace based option, Language at Work, will be provided under the Skill Investment program.

Since July 1988, unemployed immigrant women have been able to participate in CJS's Job Entry Program, which has a number of projects that provide language training as well as skills training to help women make the transition from home to work. Approximately, \$4.2 million was allocated to this initiative in 1988/89 for some 690 participants in approximately 40 projects.

Since November 1988, the federal government has assisted immigrant women through the Overseas Orientation initiative. This program provides preparation for settlement in Canada to refugees in camps abroad (4,200) while over 60,000 family class immigrants are expected to be reached with an orientation package on Canada. It provides basic language skills to refugees in

camps and is expected to reach out to other immigrants with an orientation package helping the counselling efforts of non-governmental field workers and External Affairs personnel in missions abroad.

In 1985, a national consultation was organized between the federal government and representatives of immigrant and visible minority women, which led to the formation of the National Action Committee of Immigrant and Visible Minority Women. Subsequent discussions and networking resulted in the founding of the National Organization of Immigrant and Visible Minority Women in November 1986 which receives joint funding from Secretary of State Multiculturalism and the Women's Program.

In response to the recommendations of the Parliamentary Standing Committee on the Secretary of State's review of the Women's Program, the government has agreed to place greater emphasis on responding to the needs of immigrant and visible minority women and other doubly-disadvantaged groups such as disabled, rural and isolated women.

Health and Welfare Canada has conveyed to the provincial authorities and major relevant voluntary organizations concerns regarding health and social services raised by immigrant and visible minority women's organizations. Federal-provincial liaison has been strengthened to address these issues.

The Report of the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, After the Door has been Opened, was released to the public on February 16, 1989. This Report, together with a Review of the Literature on Migrant Mental Health, was co-sponsored by Secretary of State's Multiculturalism Sector, and Health and Welfare Canada.

Federal follow-up activities to this report are currently underway, and include: a study to determine the feasibility of creating Centres of Excellence for cross-cultural training, research and information exchange on migrant mental health; a workshop of experts to determine research priorities in cross-cultural health that are likely to be funded by Health and Welfare Canada; and a symposium to be held in 1991 to further discuss the implementation of the Task Force recommendations.

References:

Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, After the Door has been Opened: Mental Health Issues Affecting Immigrants and Refugees in Canada, Health and Welfare Canada, Ottawa, 1988.

Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, Review of the Literature on Migrant Mental Health, Health and Welfare Canada, Ottawa, 1988.

See also: **Refugee and Displaced Women**

Migrant Women

FLS paras., 67,300,301

Migrant women are those who move either within a country or internationally to find work. They often have inadequate skills, education or resources. Those that migrate internationally encounter many of the same problems as immigrant women.

What the FLS paragraphs say:

- there should be protection of the rights of migrant workers and their families; and
- special attention should be given to employment equity and equal opportunity for training and education while not forcing these people to lose their own cultural values.

Canadian situation:

Canada does not have a migrant labour movement such as that known in Europe. Temporary workers are admitted to Canada to fill specific employment vacancies and for a specific period of time. Employment authorizations are only provided after the Canada Employment and Immigration Commission has determined that there is a need for a foreign worker and that the position to be filled meets the labour market standards for that job, were it to be filled by a Canadian citizen or permanent resident. Therefore, temporary workers benefit from the same labour market standards as do Canadians.

Foreign domestic workers comprise the largest segment of females within Canada's temporary worker group. Since 1981, foreign domestic workers, female or male, have had the right to apply for permanent resident (immigrant) status within Canada after their second consecutive year with a temporary employment authorization if they meet certain criteria as outlined to them prior to entry. The foreign domestic program is currently under review.

Canada's settlement programs for recently arrived immigrants are designed to encourage and facilitate the early adaptation of all newcomers into Canadian society.

With respect to the internal migration of Canadian residents seeking employment, the Canada Employment and Immigration Commission provides services to special needs groups and ensures that all Canadian residents have access to the labour market through various employment programs implemented throughout Canadian communities.

An increased demand for hired non-family farmworkers for cash-crop agriculture has been witnessed in recent years. According to the Canadian Advisory Council on the Status of Women report, Growing Strong: Women in Agriculture, the typical non-family farmworker is described as being a woman, from a racial minority, and poor. These women are more likely to be working in cash-crops as harvesters, cultivators, or planters than their male

counterparts. Crops such as fruits, vegetables, mushrooms and tobacco, require intensive manual labour and centralized, specialized production. The most intensive, paid, non-family labour areas are in Ontario and British Columbia, and, to a lesser extent in Québec and Manitoba. Many of these women are recent Portuguese, East Indian, Asian or South and Central American immigrants. These migrant farm workers are excluded from minimum labour standards legislation and are most often paid on a piece-work basis.

Reference:

Growing Strong: Women in Agriculture, Canadian Advisory Council on the Status of Women, Ottawa, 1987.

See also: Immigrant Women
Rural/Farm Women

Refugee and Displaced Women

FLS paras., 298,299

Women and children constitute 50% or more of most refugee populations. Refugee and displaced women and children are exposed to a variety of extremely difficult situations which affect their physical, psychological and material well-being. They frequently suffer physical disability, lack of physical safety, emotional stress, and the socio-psychological effects of separation or death of a family member.

Concomitantly, they are often obliged to rapidly assume changed socio-economic roles within the context of new and limited environments including lack of adequate food, shelter, health care and social services. Special attention has to be devoted to women with special needs (single mothers, pregnant and lactating women, the elderly, and the disabled). Furthermore, the need for comprehensive and expanded assistance programs should be emphasized with an aim to improve and maximize the potential and capacities for self-reliance of refugee and displaced women and their families.

What the FLS paragraphs say:

- measures should be introduced that will provide a lasting solution to the problems of refugee and displaced women and children by providing opportunities for safe and voluntary repatriation, return, or resettlement; and
- international relief assistance should be provided until these solutions are reached.

Canadian situation:

The Report of the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, "After the Door has been Opened", was released to the public on February 16, 1989. This Report, together with a Review of the Literature on Migrant Health, were co-sponsored by Secretary of State's Multiculturalism Sector, and Health and Welfare Canada. Federal follow-up activities currently underway include funding a research proposal from the Canadian Centre for Victims of Torture to determine assessment and treatment procedures for victims of torture.

International action by Canada:

Canada is a member state of the Executive Committee of the United Nations High Commissioner for Refugees (UNHCR) and actively supports the UNHCR's protection of and assistance to refugee women. Currently a Canadian woman is serving as the Senior Coordinator for Refugee Women at the UNHCR.

Although the Canadian response to female refugees in terms of overseas selection is significant, there are still many refugee women in particularly vulnerable positions who require special

assistance. In response to the growing number of such refugees, Canada, in conjunction with UNHCR, implemented the Women at Risk program in 1987. The program is aimed at refugee women who are in desperate need of resettlement but would not normally be selected under the regular refugee selection criteria. It is felt that through this initiative, and the combined assistance of private and government sponsorship, they will have the potential for successful resettlement.

Not only has the Women at Risk program succeeded in providing 65 women and their dependants with an opportunity to rebuild their lives, it has also greatly increased the public awareness of the special needs of female refugees in general.

See also: Immigrant Women

Rural/Farm Women

FLS paras., 62,67,174-188

Women are key food producers in many parts of the world. They are also involved in food storage, processing and marketing and they often contribute to the farm enterprise while assuming household chores and holding down an outside job. However, official statistics have usually under-represented women's role in agricultural production. Women often do not have access to services such as job training, education or farm management courses, transportation, and child care. Women have rarely been included in the decision-making process concerning rural development. In addition, socio-legal provisions of marriage and the attitudes of lending institutions make it extremely difficult for women to obtain the necessary economic security.

What the FLS paragraphs say:

- women's role as food producers should be emphasized;
- measures to improve that role by integrating women into the entire process of rural development should be introduced; and
- measures should be introduced to relieve the obstacles facing women in their role as food producers by:
 - improving access to land and credit and training;
 - providing new technologies; and
 - increasing involvement in technical co-operation.

Canadian situation:

Rural women in Canada include not only farm women, but also women in households which draw their income from forestry, mining, in-shore fisheries, tourism, and the provision of services - both in local communities and in more distant towns and cities via commuting to work. While all rural women share similar problems, particularly access to services, farm women have their own distinctive problems, particularly in the areas of economic equality and participation in decision-making.

The number of female farm operators in Canada increased from 10,914 to 13,409 between 1981 and 1986. The fact that women have played and continue to play a significant role in the agricultural economy is increasingly recognized and documented. Studies in different parts of Canada indicate that farm women spend approximately thirty hours a week on farming and, in many cases, are responsible for half the farm work. Research also shows that there are women farmers who are sole proprietors, others who own the farm in partnership with their spouse, while still other women are shareholders in a family farm corporation. A further indicator of the increased representation of women in agriculture is the fact that in 1987-88 women accounted for 37.3% of the full and part-time enrolment in agricultural studies, and 57.6% in veterinary medicine.

Agriculture Canada's Farm Women's Bureau has implemented a Farm Women's Consultation Policy to ensure that farm women's groups are consulted on general industry issues. Through the Farm Women's Information Initiative, departmental information releases and reports are distributed to approximately one hundred leaders of farm women's groups.

In its first two years of operation, (1988-89 and 1989-90), Agriculture Canada's Farm Women's Advancement Program (FWAP) has provided \$280,000 in assistance for diverse projects on a local and a national scale, addressing such issue areas as organizational development, improving access to decision-making, recognition of the contributions of farm women to agricultural enterprises, and furthering farm women's economic and legal status. As well, Agriculture Canada is undertaking and/or supporting research projects to develop a statistical profile of farm women's economic equality and to determine the major barriers that block their participation in mainstream agricultural non-governmental organizations. The Department provided financial support to the Canadian Federation of Agriculture to hold a national conference on "Canadian Farm Women in Decision-Making". The Department is also developing an information base on local and national farm women's organizations in Canada.

An Employment and Immigration Canada/Agriculture Canada labour market adjustment program, the Canadian Rural Transition Program (CRTP), was established in 1986 to provide assistance to farm families who have ceased farming because of financial difficulties. Income support, training, counselling, relocation and assistance to establish a new business or find a job are the types of assistance available to help farm family members make a successful transition from farming into alternative employment and another way of life. Farm women, regardless of the ownership of the farm business, are able to benefit from this program in a manner identical to that of any other farm family member.

Employment and Immigration Canada (EIC) organized workshops with representation from agricultural women's organizations at the National Agriculture Employment Conferences held in 1987 and in 1988. In 1989, EIC participated in and supported the first conference of provincial farm women educational coordinators that led to the creation of the Canadian Farm Women's Education Council.

EIC is promoting programs and services to assist rural Canadians to tackle rural development issues. Forums of community leaders and representatives have been held with provincial and federal officials to discuss how best to work together. Efforts have been made to include women spokespersons from agricultural organizations.

The Women's Program of the Secretary of State has provided support to farm women's groups to address women's equality issues in a rural context. Funding has been provided for exploration of

the problem of violence against rural/farm women, the issue of child care for farm families and the limited accessibility of rural development boards and credit to women.

Provincial departments responsible for agriculture and food production have also taken steps to promote equality of farm women through provincial policies and programs. For instance, many provincial governments have tailored farm management extension courses to the needs of farm women.

International action by Canada:

Canada is a member of the Food and Agriculture Organization which encourages members to raise levels of nutrition and standards of living and to secure improvements in the production and distribution of food and agricultural products. A Women in Development Unit has been established in the FAO Secretariat and it has been requested to develop a plan of action to implement the Forward-looking Strategies in planning and programming. Canada supports FAO measures and planning which takes into account the role that women play in rural development.

Canada also contributes aid to the International Fund for Agricultural Development (IFAD) which aims to help increase food production and alleviate rural poverty in the Third World. Some of IFAD's projects specifically address problems facing poor rural women. Canada has been involved in the monitoring of some of these projects with a view to ensuring that women are indeed major, if not primary beneficiaries.

Canada is a strong supporter and donor to the United Nations Development Fund for Women (UNIFEM). UNIFEM has a number of projects which recognize the value of work performed by rural women. These projects aim to make women's farm activities more productive by providing labour-saving technologies as well as training and credit to enhance women's roles as farmers, entrepreneurs, managers and technicians.

References:

Canadian Advisory Council on the Status of Women, Growing Strong: Women in Agriculture, Ottawa, November 1987.

Statistics Canada, Universities, Enrolment and Degrees, 1987, Ottawa, March 1989, Cat. 81-204, Table 5, 8 and 11.

Statistics Canada, 1986 Census of Agriculture, Ottawa, 1987.

See also: **Credit - Women's Access**

Migrant Women

Women's Organizations: Government Support

Visible Minority Women

FLS paras., 302-304

Over and above the difficulties faced as women, visible minority women suffer discrimination based on race, colour, descent and ethnicity. Those women born outside of Canada face the additional difficulties associated with their status as immigrants. This discrimination has a severe impact, particularly in the area of employment opportunities.

What the FLS paragraphs say:

- governments should preserve and promote the human rights, dignity, ethnic, religious, cultural and linguistic identity as well as the full participation of minority groups in societal change, paying particular attention to women in these groups;
- governments should assist minority women in the fulfilment of their family and parental responsibilities;
- specific measures should address dietary deficiencies; high levels of infant and maternal mortality; other health problems; and lack of education, housing and child care;
- training of all types should be provided to these women and services, as far as possible, should be provided in their own languages; and
- women of minority groups should be fully consulted and should participate in the development and implementation of programs for them.

Canadian situation:

It is estimated that 6.3% of Canada's population is made up of visible minorities. The labour force participation rate of visible minority women identified in the 1986 Census was higher than that of all women in Canada. The participation rate of visible minority women was 64.5%, 8.6 percentage points higher than the participation rate of all women. This was 15.7 percentage points lower, however, than the participation rate of visible minority men. The unemployment rate of visible minority women was lower than that of all women in all age groups except for those 45 years of age and over. The unemployment rate for women 15 years of age and over was 11.2% as opposed to the unemployment rate of visible minority women which was 10.8%. The unemployment rate of visible minority women over the age of 45 was 8.4% compared to 8.3% for all women in Canada.

About the same proportion (17.5%) of visible minority women and other women in Canada have less than grade 9 education. However, more visible minority women (16.1%) as other women (10.2%) hold university degrees. The occupational distribution of visible minority women demonstrates that although they have higher levels of schooling than other women in Canada, their occupational distribution is similar except for the other manual workers category which accounted for 18% of the visible minority and 10% for all women in Canada.

Both men and women who are members of visible minorities were paid slightly lower average full-time salaries than the average salaries of other full-time male and female employees in 1988. The average full-time salary paid to women who are members of visible minorities was \$24,789, or 95.94% of the average salary paid to women working full-time. The wage gaps between visible minority men and all men and visible minority women and all women working full-time have both increased slightly since the first reporting year.

In November 1986, the National Organization of Immigrant and Visible Minority Women was founded. The organization is co-funded by the Women's Program and the Multiculturalism Program of the Secretary of State Department. The Women's Program is increasingly targeting resources to visible minority women and other groups such as immigrant women, who must address barriers to equality in addition to gender. In September 1987, the Secretary of State and Minister Responsible for Multiculturalism introduced the Citizenship and Community Participation Program to assist community service agencies and immigrant and visible minority women's groups to provide programs such as citizenship participation, self-help, and skills development leading to access and full participation.

Both women and visible minorities are designated target groups under the Canadian Jobs Strategy. Targets have been set to ensure that these groups benefit equitably from training and employment opportunities. In addition, counselling, and orientation to the Canadian labour market are available through programs such as Job Entry and Job Development. These two designated groups are also part of the federal government's Employment Equity Program, and special measures to facilitate their employment are being implemented. Employment Equity Update: Members of Visible Minorities, is a fact sheet issued by Employment and Immigration Canada, which reports the revised figures on the equity profile of the visible minority groups previously published.

The Public Service Commission of Canada administers the Visible Minority Employment Program to recruit members of visible minority groups, to jobs in the federal Public Service. Approximately one half of the program resources are targeted to women from visible minority groups.

Black Mother Black Daughter, a National Film Board production, was released in 1989. The film is an exploration of the lives of black women who, through home, church and community, have fostered and nurtured the survival of black culture in Nova Scotia.

References:

Availability Data on Designated Groups, Ottawa, Employment and Immigration Canada, January, 1989.

Employment Equity Act: Annual Report to Parliament, 1988,
Ottawa, Employment and Immigration Canada, December 1989.

Employment Equity Branch, Employment and Immigration Canada,
Visible Minorities Summary, Tables 2, 7-0, 18-0.

Statistics Canada, 1986 Census of Canada.

See also: Immigrant Women

Women in Detention

FLS para., 297

Women offenders have much in common with other disadvantaged women, especially concerning issues such as poverty, low levels of education and training, poor self-image, drug and alcohol dependency, family roles which frequently involve sole responsibility for children, and severe problems in obtaining and/or maintaining legitimate employment that pays well.

Further substantive research in the causes and nature of female criminality could lead to the development of alternative correctional models which would take into consideration the needs of women.

What the FLS paragraphs say:

- ° governments are encouraged to consider the recommendations of the Sixth U.N. Congress on the Prevention of Crime and the Treatment of Offenders, and the principles of the Caracas Declaration; and
- ° governments should design and implement concrete measures for the fair and equal treatment of women offenders.

Canadian situation:

In 1989, federal female offenders made up only 2.2% of the overall federal offender population. On March 31, 1989 there were 285 women serving sentences of two years or more as compared to 12,781 men.

Because women make up a small percentage of the overall offender population, they have not always received the same attention as male offenders. Limited research has been done in the past with respect to female criminality and its link to effective treatment of female offenders. As well, female inmates have often had restricted access to programs and services, and have frequently been incarcerated far from their home communities and families.

Significant efforts have been made to change this picture in recent years. Women sentenced to terms of imprisonment of two years or more who would normally be housed in the only federal facility for women, the Prison for Women in Kingston, Ontario, can now serve their sentences in provincial prisons through Exchange of Service agreements. This alternative allows approximately one-half of the female offenders serving penitentiary-length terms to do so in or near their home communities. Improvements have been made to the physical structure of the Prison for Women in recent years, as well as improvements to the programs and services provided. These include a broader range of training and counselling programs, wider access both to employment training programs offered in male institutions in the area, and to educational courses offered through the local university. The services of a therapist are available to provide counselling and information on programs

designed solely for imprisoned women who are victims of incest and sexual assaults. Recent research has been directed at identifying the special needs of female offenders so that more effective custodial programs can continue to be developed. These programs prepare and facilitate the women's reintegration into society.

The Correctional Service of Canada, in partnership with the voluntary sector, has created a Task Force on Federally Sentenced Women which is currently preparing their report examining the process federal female offenders go through from point of sentence to warrant expiry and make recommendations for improvements to the correctional system. Status of Women Canada has been an active participant on the Steering Committee which assists the Task Force.

The Ministry of the Solicitor General has also provided women's organizations with core funding. The Canadian Association of Elizabeth Fry Societies (CAEFS), an organization serving the needs and interests of women in conflict with the law, receives a yearly grant. The 1989 grant totalled \$590,597.

In 1984, the federal government launched a special initiative to encourage and stimulate the development of community-based services and program-related research for women who are or may be in conflict with the law. This initiative continued through to 1988 and is presently under review. It has already funded more than 40 community-based programs designed to help prevent high-risk women from coming into conflict with the law, and to assist the re-entry of female prisoners into a productive life in the community upon completion of their sentence.

International action by Canada:

In its international and domestic activities, Canada considers the recommendations of the UN Congress on the Prevention of Crime and the Treatment of Offenders. Canada also participated in the Seventh UN Congress.

References:

Adelberg, Ellen. A Canadian Report of Programmes and Services for Women in Conflict with the Law. User Report 1985-10, Ottawa, 1985. (Available from the Solicitor General Canada).

Johnson, Holly. Women and Crime in Canada. User Report 1986-28, Ottawa, 1986. (Available from the Solicitor General Canada).

Young Women

FLS paras., 53,141,146,158,287

Many young women's attitudes and aspirations about their lives have not radically evolved with the times and circumstances. A large majority of female adolescents lack an awareness of potential barriers in accomplishing career and life goals, and new opportunities available to them, leading many to have romanticized ideas about the future. Few female adolescents are aware of the impact of sex role stereotyping on occupational choice. The 'hidden curriculum' of schools continues to stream girls into traditionally 'female' occupations. Young women need to be made aware of the present realities of women in the workplace, the potential impact of microtechnology on women's jobs, the difficulties of raising children as a single parent, and the increasing need for two incomes in the family.

What the FLS paragraphs say:

- governments are instructed to give consideration to the education and training of young women;
- governments should take steps to stop exploitative treatment of young women (i.e. sexual harassment);
- governments should give special assistance for socially and economically disadvantaged girls and young women;
- girls should be given equal access to health, education and employment; and
- legislative measures guaranteeing young women's rights should be enforced.

Canadian situation:

The Department of the Secretary of State has carried out several studies concerning youth; including education, crime, health, attitudes toward language issues, economic activities, social integration, demographics, community-based economic development, as well as a review of the literature on the problems and prospects of Canadian youth.

The Public Service Commission of Canada publishes a series of brochures entitled, "Out of the Classroom, Into the Workforce", directed to female high school students. The series provides them with information on career opportunities in non-traditional areas of employment in the federal Public Service while dispelling negative myths which limit career choices.

The Canadian Jobs Strategy, under the Job Entry program, specifically targets youth. As well, there are a number of publications produced by Employment and Immigration Canada aimed at benefitting youth. Examples include, Marketing Non-Traditional Jobs to Girls and Women; the Federal/Provincial/Territorial Inventory of Programs of Assistance to Youth; and the Hot 100; the latter identifies federally supported programs, services and resources for youth.

A review of the literature and an analysis of the issues affecting girls' and young women's participation in physical activity was conducted by Fitness Canada and the Fitness and Amateur Sport Women's Program and resulted in, "A Report of the National Task Force on Young Females and Physical Activity: The Status Quo and Strategies for Change", published in May 1988. The findings of the report led to the development of "Because They're Young: Active Living for Canadian Children and Youth: A Blueprint for Action". Follow-up to the report will be integrated into plans of Fitness Canada's Youth Secretariat and its "Fitness Fits" initiatives. The Women in Sport sector of Sport Canada produced a resource package that describes a model program for increasing opportunities for girls 13 to 17 years of age to participate in team sport programs at the community level.

In 1986, the Women's Bureau of Labour Canada published the results of a pilot project, When I Grow Up: Career Expectations and Aspirations of Canadian School Children. The results of the study confirmed the pervasiveness of sex-role stereotyping among Canadian children.

The Canadian Advisory Council on the Status of Women published a report in 1985 entitled, What will Tomorrow Bring? - A Study of the Aspirations of Adolescent Women.

References:

Baker, Maureen. What will Tomorrow Bring? - A Study of the Aspirations of Adolescent Women, Ottawa, Canadian Advisory Council on the Status of Women, March 1985.

Labour Canada, Women's Bureau. When I Grow Up: Career Expectations and Aspirations of Canadian School Children, Ottawa, Minister of Supply and Services, 1986.

Statistics Canada, The Labour Force Annual Averages, 1988, Ottawa, April 1989, Cat. No. 71-529, Table 1.

Statistics Canada, Youth in Canada: Selected Highlights, Ottawa, March, 1989, Cat. No. 89-511.

See also: **Adolescent Pregnancy**
Education - Women's Access

PEACE

Disarmament and Development

FLS para., 252

The concept that "disarmament and development" constitute two elements of a broad and complex relationship was first formally articulated at the Special Session of the United Nations General Assembly devoted to Disarmament (UNSSOD I) in 1978. Subsequent UN studies on this subject were released in 1981 (Thorsson Report) and 1986 (Eminent Persons Joint Declaration).

An "International Conference on the Relationship between Disarmament and Development" was held in New York in 1987. The conference succeeded in adopting a consensus Final Document and Action Programme which established a political commitment by all participants to pursue both disarmament and development as separate objectives in the recognition that each contributes to security at the national, regional and global levels. Proposals by some Third World countries to establish an international funding mechanism for the transfer of resources from disarmament to development were not accepted by the conference.

What the FLS paragraphs say:

- efforts should be made to reduce global expenditures on armaments;
- attempts should be made to reach an agreement on internationally agreed disarmament goals in order to prevent the waste of material and human resources which might otherwise be used for development;
- resources released as a result of disarmament measures should be used to promote the well-being of all peoples and improve the economic and social conditions in developing countries; and
- particular attention should be paid in this process to the situation of women who represent a disproportionate share of the most vulnerable.

Canadian situation:

Through the operation of the Disarmament Fund, the Government of Canada is encouraging Canadians to discuss, research and disseminate information on arms control and disarmament issues, and to provide their contribution to the discussion of these questions both in Canada and abroad. Voice of Women, Project Ploughshares and Physicians for Social Responsibility are just some of the groups, organizations and individuals who have received financial assistance to date from the Department of External Affairs Disarmament Fund since its inception in 1980.

International action by Canada:

Like other Western countries, Canada takes the position that disarmament and development are distinct processes, related in that each contributes to security and benefits from enhanced security. Each constitutes a major Canadian policy objective to be pursued in its own right.

Canada encourages acceptance of a pragmatic, step-by-step approach to disarmament which aims at enhanced security at lower levels of arms. Canada pursues its disarmament objectives through active participation in the relevant multilateral forums and through regular bilateral contacts. For example, Canada is a member of the United Nations Disarmament Commission (UNDC) which considers and makes recommendations on various problems on the field of disarmament.

Canada played an active role at the "International Conference on the Relationship between Disarmament and Development" in 1987 and was satisfied that a consensus was reached. The real success of the conference, however, can only be assessed with the passage of time. What counts will be the practical expression of an enhanced commitment by all states to the disarmament and development processes.

The Canadian government has always been hesitant about the notion of an automatic one-to-one linkage between disarmament and development and the creation of a new international funding mechanism. Such an approach underplays the role of the developing nations in the arms control process and the need for disarmament in areas other than the East-West context. It also risks making more complicated the already difficult process of negotiating effective, verifiable arms control and disarmament agreements. Furthermore, it is not clear that disarmament measures in the East-West context will necessarily result in substantive savings which will benefit development in the near term.

Palestinian Women and Children

FLS para., 260

Palestinian women and children are a vulnerable group in society, in part because of the violence and destabilization of the Palestinian situation. Many women around the world, in a spirit of solidarity with Palestinian women, have called on their own governments and on the international community to give support to and strive for a solution to the situation of the Palestinian people.

What the FLS paragraphs say:

- ° the Programme of Action for the Achievement of Palestinian rights should be kept under review with an emphasis on the role of Palestinian women in preserving their national identity, traditions and heritage;
- ° the special and immediate needs of Palestinian women and children should be identified and appropriate provision made;
- ° United Nations projects should be initiated to help Palestinian women in the fields of health, education and vocational training;
- ° studies on the living conditions of Palestinians should be carried out by the United Nations and the results of these studies should be given broad publicity to promote action; and
- ° Palestinian women should be allowed to enjoy security in the liberated homeland also in accordance with United Nations resolutions.

International action by Canada:

While Canada abstained on paragraph 260 of the FLS, the Canadian government supports policies and programs designed to meet the particular needs of Palestinian women and children. The Canadian Government gives tangible expression to its interest through its grants to the United Nations Relief and Work Agency (UNRWA) (over \$10.5 million in 1988/89) and to the Canadian Embassy in Tel Aviv, which administers small-scale development projects for Palestinian women and children in the fields of health, education and vocational training, as part of the "Canada Fund", administered by the Embassy. During 1988/89, the Canada Fund had as a basic focus the development of women, involving such activities as providing loans for a women's economic development group, strengthening an Arab women's union society with equipment purchases and upgrading kindergarten facilities for a welfare care society.

Peace - Declaration and Women's Participation **FLS paras., 239,241,252,263-267,269,344**

The Declaration on the Participation of Women in Promoting International Peace and Cooperation was proclaimed by the UN General Assembly in December 1982. The Declaration makes a connection between women's vital interest in world peace and their right to participate on an equal footing with men in the economic, social, cultural, civil and political affairs of society as a whole.

Traditionally, women have not been well-represented at international peace negotiations. Women's participation at peace negotiations is essential to ensure their equal representation and interest in contributing to international peace and cooperation.

What the FLS paragraphs say:

- ° particular attention should be paid to this Declaration as an international mechanism which promotes the participation of women in strengthening peace and supports the role of women in educating and promoting international peace and cooperation;
- ° women's participation in the World Disarmament Campaign should be supported and governments should facilitate women's active participation in the decision-making process related to international peace and cooperation;
- ° publicity should be given by governments and non-governmental organizations to the main treaties in the field of disarmament and arms control;
- ° governments should remove discriminatory practices towards women and encourage their participation in the civil service and in the diplomatic service;
- ° governments should provide equal opportunities for women to participate in governmental and non-governmental bodies and activities such as national and international meetings on peace, conflict resolution, disarmament and meetings of the Security Council.

Canadian Situation:

Canada played a major role in the drafting of the Declaration on the Participation of Women in Promoting International Peace and Cooperation and fully supports it.

While there is room for progress, the Department of External Affairs is making efforts to increase the number of women involved in the area of arms control and disarmament (ACD), both within the Department and in the private sector. Women now comprise over one-third of the non-governmental "Consultative Group" which interacts with the Department on ACD issues. As a matter of policy, the Department attempts to ensure that women are included on official delegations to the greatest extent possible.

In August 1989, a woman was appointed to the U.N. as Canada's Ambassador for Disarmament. Presently, the Associate Minister of Defence in Canada is a woman.

To celebrate the International Year of Peace in 1986, the federal government published the book entitled, What Peace Means to Me. Included in this publication are essays from 30 recipients of the Order of Canada (nine are women) and the winning essays and posters from a national contest sponsored by the United Nations Association in Canada, with assistance from the Disarmament Fund of the Department of External Affairs and Status of Women Canada.

In 1989, the federal government provided funding for the production of the Directory of Women in Canada Specializing in Global Issues. The Directory, entitled "Making a World of Difference", lists women working in the fields of development, the environment, peace, social justice and related economic issues. As a complement to the Directory, the Women's Directory Project plans to develop and maintain a more extensive database on women specializing in global issues at the Canadian Research Institute for the Advancement of Women.

References:

Declaration on the Participation of Women in Promoting International Peace and Cooperation: United Nations General Assembly resolution 37/63, (December 1982).

Reports of the Secretary-General on Implementation of the Declaration on the Participation of Women in Promoting International Peace and Cooperation: A/41/ and A/42/516.

UNGA Resolutions 41/109 (4 December 1986) and 42/61 (30 November 1987), Participation of Women in Promoting International Peace and Cooperation.

What Peace Means to Me. Ottawa, External Affairs, 1986.

Peace - Education and Research FLS paras., 255,256,268,272-276

Peace can be effectively promoted through the development, promotion and strengthening of values such as tolerance, racial and sexual equality, respect for and understanding of others and good-neighbourliness. This can be accomplished through peace education directed especially towards children and young people. Women are often the people who provide this education.

To understand what peace is and could be, peace research must seek to understand the situation, needs and perspectives of women. Women should also actively participate in peace research to ensure that their voices are heard.

What the FLS paragraphs say:

- ° governments, non-governmental organizations and the mass media should encourage women to promote education for peace in the family, neighbourhood and society;
- ° the talents of women artists, journalists, writers, educators and civic leaders should be encouraged, facilitated and supported to promote peace;
- ° suitable concrete action should be taken to discourage providing children with games and publications and other media promoting the notion of war, cruelty, aggression, excessive desire for power and other forms of violence;
- ° governments, educational institutions, professional associations and non-governmental organizations should cooperate to develop and disseminate high-quality books and programs in education and peace;
- ° opportunities should be provided for women to organize and choose studies, training programs and seminars and to undertake research relating to peace;
- ° appropriate resources should be provided to peace researchers and cooperation among peace researchers, activists, government and non-governmental organizations should be encouraged and fostered; and
- ° women should be encouraged and given financial support to take university courses in order to obtain the necessary qualifications for careers related to peace and international security.

Canadian situation:

The Department of External Affairs actively promotes public awareness of arms control and disarmament issues through the dissemination of publications such as The Disarmament Bulletin, and by providing support for private sector activities in this area. A sizeable proportion of this support over the years has been provided to women. The Canadian Government established the Canadian Institute for International Peace and Security in 1984, for the purpose of improving public awareness and understanding of peace and security issues. The Institute is entirely government supported.

A study by Maude Barlow and Shannon Selin entitled, "Women and Arms Control in Canada" and released by the Canadian Centre for Arms Control and Disarmament, provides some useful insights into the area of women and peace. The authors point out that women may offer an alternative, less confrontational style to negotiating, but stress that if women's voices are to be heard, they must play an integral role within the peace and disarmament policy and decision-making bodies. The authors highlight the fact that women are not well-represented on both governmental and non-governmental bodies which deal with the arms control policy process in Canada. This, they contend, is an area where there is need for change, while recognizing that progress has been made by the federal government to correct the under-representation of women in the arms control field. In addition, the authors suggest that the arms control education process must also be altered so that it includes new conceptions of security and negotiation.

Under the Department of National Defence (DND) Military and Strategic Studies (MSS) Program, the goal of which is to cultivate domestic non-governmental competence on issues that relate to international peace and security, DND funds research programs at 15 Canadian universities through grants to the university communities. In addition, the MSS Program provides for scholarships at the post doctoral, doctoral and master's level. During the last round of awards female applicants received one post-doctoral fellowship, one doctoral and four masters scholarships. (At the post-doctoral level, 50% of the applicants, and 50% of the recipients of scholarships were women. Women made up 19% of the applicants and 9% of the recipients of doctoral scholarships and 30% of the applicants and 33% of the recipients of the master's scholarships.) Beyond this the MSS Program has begun to sponsor an Internship Program where qualified graduates are employed for one year by organizations that deal with peace and security issues. Women were awarded three of the seven internships in the initial year of the Program.

The National Film Board has produced several films on women and peace. A catalogue for educators, entitled Films for a Peaceful Planet, lists the NFB's English films on the subject of peace.

References:

Barlow, Maude in collaboration with Shannon Selin. Women and Arms Control in Canada, Issue Brief No. 8. Ottawa, Canadian Centre for Arms Control and Disarmament, 1987.

National Film Board, Films for a Peaceful Planet. Montreal:, National Film Board, 1989.

South African Women and Apartheid

FLS paras., 245,259

Apartheid is a policy of separate development for South Africa's racial groups which is used to justify and perpetuate enormous political, economic and social inequities based on race. Most South Africans are victims of this system. Many South African women, however, face additional hardships. The lack of employment opportunities and housing shortages in the "homelands" force thousands of men to reside away from their families, often in overcrowded single-sex dormitories in urban areas or at mining sites. Their wives are thus left to cope, under very difficult circumstances, with all of the family responsibilities.

The preservation of traditional law governing marriage and the status of women, encouraged by the Government in order to entrench tribal division in the black community, has meant that black women face discrimination on two accounts -- race and gender.

What FLS paragraphs say:

- ° the UN system, governments and non-governmental organizations should identify the basic needs of women under apartheid (including those in refugee camps) and provide them with legal, humanitarian, medical and material assistance, education, training and employment;
- ° the international community should provide greater assistance to those struggling to both remove apartheid and bring about Namibia's independence, especially national liberation movements, and in particular their women's section;
- ° further effective measures should be taken to terminate all collaboration with South Africa in the political, military, diplomatic and economic fields; and
- ° governments that have not already done so are urged to sign and ratify the International Convention on the Suppression and Punishment of the Crime of Apartheid.

International action by Canada:

Canada abstained on paragraph 259 of the FLS because of elements which called for the termination of all "collaboration" with South Africa in the diplomatic and economic fields and urged governments to sign and ratify the International Convention on the Suppression and Punishment of the Crime of Apartheid.

Canada, however, remains unalterably opposed to apartheid and is acutely aware of the pernicious effects of institutionalized racism in South Africa on the lives of women. Our policy is to do everything possible to help avert a disaster in South Africa by helping to bring about an end to apartheid and the introduction of non-racial, representative government. The Government of Canada has stated that if these efforts fail, it is prepared to end absolutely diplomatic and economic relations with

South Africa. However, it remains the government's view that while Canada still has influence left to bear and a positive role to play in assisting victims and opponents of apartheid, Canada should not cut off all ties with that country.

Canada has not become party to the International Convention on the Suppression and Punishment of the Crime of Apartheid because it contains an unacceptably broad definition of apartheid and because the implications of the articles requiring punishment for persons guilty of the "crime of apartheid" seriously conflict with Canadian law and practice. For similar reasons no other Western country has become party to the Convention.

Bilaterally and through international fora such as the United Nations, la Francophonie and the Commonwealth, Canada has played a leading role to ensure that concerted pressure is maintained on South Africa to dismantle apartheid and enter into negotiations with black leaders towards the establishment of non-racial, representative government.

For example, Canada has adopted all the economic and other sanctions agreed to by the Commonwealth. Canada has banned new bank loans to both private and public entities in South Africa, banned new investment in South Africa, banned all sales of arms to and from South Africa, banned the import of South African agricultural products, uranium, coal, iron and steel, and terminated all programs designed to help firms exporting to South Africa.

Canada has also more recently capped as well as tightened the terms of trade credits to South Africa and requested domestic and international banks to make loan rescheduling terms as short as possible, tightened the ban on government contracts with majority South African owned companies, extended the ban on exports of high technology items to private sector and users in South Africa, and tightened its ban on sporting contacts with South Africa.

The Commonwealth Heads of Government Meeting in Vancouver in 1987 resulted in the Okanagan Statement on Southern Africa which reaffirmed the Commonwealth's determination that apartheid be dismantled if even greater human tragedy was to be averted. A program of action was developed, the cornerstone of which was the establishment of the Committee of Foreign Ministers (CFM) on Southern Africa. The CFM, chaired by the Secretary of State for External Affairs, presented its report to the Commonwealth Heads of Government Meeting (CHOGM) in October, 1989. Among other conclusions, the CFM process established the importance to the South African economy of its international financial links, and identified the central role financial sanctions play in the fight against apartheid. At the 1989 CHOGM, encouraging signs of change in South Africa were noted. However, given no evidence of clear and irreversible change, Heads of Government agreed that

this was not the time to consider any relaxation of existing sanctions and pressures. The mandate of the CFM was renewed and it will meet again in April, 1990.

Canada has greatly increased its assistance to the victims and opponents of apartheid, which this year amounted to about \$8 million. Education comprises the major component of this assistance and in all these programs, special attention is paid to the needs of women. Other important areas of Canadian support include legal and humanitarian assistance to detainees and their families, humanitarian support to refugees, and small-scale community development in areas of particular concern to women, such as water projects and health care. Canada also supports programs designed to promote dialogue among South Africans towards a non-racial future (\$1.6 million over two years) and to counteract South African propaganda and censorship (\$600,000 over two years).

Women in Areas of Armed Conflict

FLS paras., 243,261,262

Women are one of the most vulnerable groups in regions affected by armed conflict and have unique needs related to their situation.

What the FLS paragraphs say:

- ° situations of armed conflict impose a serious threat on the lives of women and children and cause constant fear, danger of displacement, destruction, physical abuse, social and family destruction and abandonment;
- ° these situations may result in complete denial of access to adequate health and educational services, loss of job opportunities and overall worsening of material conditions;
- ° international instruments provide ways to protect civilians in areas of armed conflict and offer a basis for provision of humanitarian assistance; and
- ° governments should take into account the 1974 Declaration on the Protection of Women and Children in Emergency and Armed Conflict.

International action by Canada:

In recognition of the tragedy, suffering, hardship and disruption which result from armed conflict, the Canadian government is firmly committed to the peaceful resolution of disputes. Canada participates in UN peacekeeping activities, strongly supports the UN Charter and universal compliance with international law, and encourages the enhancement of security and arms control and disarmament as the primary means of forestalling armed conflict.

INTERNATIONAL AND REGIONAL COOPERATION

General Information:

Individual countries which have adopted the FLS have a responsibility to implement explicit policies to ensure the full integration of women in their programs and activities, and this includes international policies. As well, there are particular measures in the FLS which play an important role in effecting economic and technical cooperation between developed and developing countries.

The FLS identify six areas where there is a need for international and regional cooperation: monitoring, technical cooperation/training/advisory services, institutional coordination, research and policy analysis, participation of women and information dissemination.

Canada's action to implement the FLS regionally and internationally recognizes the unique cross-sectoral and multidisciplinary nature of status of women issues. Canadian support for international equality is based on the three priorities established nationally by the federal government: economic equality, social justice, participation and access.

International status of women activities are coordinated at the federal level through the Interdepartmental Steering Group for International Women's Programmes, chaired by the Department of External Affairs. The Steering Group comprises participants for Status of Women Canada, the Canadian International Development Agency and other departments with international responsibilities.

International Organizations

FLS paras., 309-372

International and regional organizations have a responsibility to implement explicit policies to ensure the full integration of women in their programs and activities. This obligation is inherent in their members states' status as FLS signatories. The FLS outline a specific role for these organizations in order that they address women's concerns in their overall work.

While basic strategies apply to all international organizations, the FLS as a UN document devotes many paragraphs in detail to measures which should be implemented by the UN. These specific responsibilities are addressed in the facts sheets dealing with the United Nations.

What the FLS paragraphs say:

- monitoring and evaluation of women's situation should be carried out at international, regional and subregional levels;
- technical cooperation, training and advisory services should promote endogenous development and self-reliance and women's concerns should be integrated into the planning and evaluation of development activities;
- international, regional and subregional institutional coordination and the exchange of information on the advancement of women should be strengthened;
- research and policy analysis should focus greater attention on the economic role of women in society;
- qualified women should be hired and ensured participation in international, regional and subregional level activities and decision-making; and
- information on the Forward-looking Strategies should be widely disseminated.

International action by Canada:

Canada is a member of a number of international organizations. In its activities, Canada encourages and supports the concept and process of integration of women as being the most effective means of ensuring consideration and advancement of women's concerns and perspectives by the international community.

In addition to Canada's role as a member country in international organizations, Canada provides development aid through international organizations and directly to individual countries.

The Canadian International Development Agency (CIDA) is currently involved in a five year Women in Development Plan of Action to ensure that women become full agents and beneficiaries of CIDA programs and projects. (For further details see the fact sheet entitled, "Women and Third World Development Assistance".)

In April of 1987, the International Development Research Centre (IDRC) established the Women in Development (WID) Unit. As a three year experimental project, the WID Unit was designed to address the perceived need for more gender-sensitive research. The Unit's mandate is to operate cooperatively as a Centre-wide facility. As such, the Unit's main objectives are to focus on gender issues in development contexts and, where appropriate, to integrate those issues into the Centre's research programs and activities.

International framework and action by Canada:

The following briefly describes the work of international/regional organizations with which Canada is involved.

Organization of American States

The two fundamental purposes of the Organization of American States (OAS), are to strengthen peace and security and to promote the solidarity, economic and social development, independence and territorial integrity of the member states. At present, there are thirty-three member states of the OAS. Canada formally joined the organization on January 1, 1990.

One of the six specialized organizations of the OAS is the Inter-American Commission of Women (in Spanish: CIM/Comision Interamericana de Mujeres), founded in 1928. Canada has maintained Permanent Observer status with CIM since 1983. In general, CIM works for the extension and exercise of civil, political, economic, social and cultural rights of women in the Americas. CIDA funded several CIM studies which contributed to the Nairobi Conference in 1985.

The Commonwealth

The Commonwealth is a loosely-structured voluntary association of diverse, independent states, consulting and cooperating through a largely informal network of governmental and non-governmental ties. These are based on the use of English as a common working language and similar administrative, legal, governmental, educational and other practices arising out of a shared historical experience.

The Commonwealth Secretariat, an organization responsible to Commonwealth Heads of Government, supports meetings and exchange among governments and administers a range of programs and services for Commonwealth countries.

The Commonwealth Secretariat's Women and Development Unit was established in 1980. Its many activities have included training seminars for women, family violence and literacy workshops, and the publication of manuals.

The first meeting of Commonwealth Ministers Responsible for Women's Affairs was held in Nairobi in 1985, on the eve of the U.N. Women's Conference. While the Forward-looking Strategies were being adopted in the UN (they were also praised by the Commonwealth Secretary-General in his 1985 Report), the Commonwealth decided to develop its own specific Plan of Action for Women and Development. This Plan was approved in August, 1987 by the Ministers Responsible for Women's Affairs. It was subsequently endorsed by Commonwealth Heads of Government in Vancouver in October, 1987. The next meeting of Commonwealth Women's Affairs Ministers will be hosted in Canada in October 1990.

Canada initiated and strongly supported the Commonwealth's involvement in women's issues -- especially the Commonwealth Plan of Action. A Canadian was a member of the Commonwealth Expert Group on Women and Structural Adjustment whose 1989 report, entitled "Engendering Adjustment for the 1990s", is a pioneering study in this area and will be considered by Ministers at the 1990 meeting.

La Francophonie

The Agence de Coopération culturelle et technique (ACCT) is the major body of La Francophonie which gathers together the governments of 39 countries. La Francophonie has no programs geared specifically to women. It is hoped, however, that the greater presence of women on recent national ACCT delegations is indicative of support for Canada's efforts to encourage the integration of women's issues into La Francophonie's activities.

Organization for Economic Cooperation and Development (OECD)

The OECD is a key multilateral institution which provides a forum for consultation among industrialized countries, both large and small, on major economic, trade and social policy issues. In addition, the OECD undertakes analytical studies to facilitate consensus building among its members and to contribute to the larger international debate on such issues.

Questions and issues concerning the status and situation of women, particularly their economic participation, are generally discussed in the OECD's Manpower and Social Affairs Committee (MSAC). Such issues are addressed in particular by the Committee's Working Party on the Role of Women in the Economy (WP6) whose mandate is to identify and provide advice to the Council of the OECD through MSAC on the policy implications of any work within the OECD which has implications for the economic and social position of women. Canada has been a member of WP6 since its establishment in 1974 and was instrumental in the 1985 adoption of its far-reaching mandate. Canada currently chairs WP6.

The Development Assistance Committee (DAC) is a specialized committee of the OECD. In 1983, DAC established an Expert Group on Women in Development which has a mandate to develop and promote policy guidelines for the member countries to use in supporting the role of women in development. Canada has always supported closer consultation and coordination among all aid partners and strongly supported the creation of the Expert Group on WID.

See also: **Economic Policies and Planning - Impact on Women**
Employment Policies and Planning

United Nations

FLS paras., 333-345

The questions of coordination and cooperation among the intergovernmental decision-making bodies within the United Nations as well as among the intergovernmental organizations of the UN system are complex. In recent years, there has been considerable UN activity to reform and restructure its functions to improve coordination within the organization. This is of particular importance in status of women matters because of their cross-sectoral and multidisciplinary nature.

What the FLS paragraphs say:

- system wide coordination of UN activities in the field of women's issues needs to be strengthened;
- the Economic and Social Council, the Secretary General and the Division for the Advancement of Women should play an important role in such coordination;
- these UN inter-governmental bodies should work towards the development and implementation of system wide medium-term plans for women and development; and
- there should be the establishment and strengthening of institutes for women's affairs at the regional level in order to undertake research and to promote regional and international cooperation on emerging women's issues.

International framework and action by Canada:

Canada has been a member of the United Nations since it was established in 1946. The principle of the equal rights of women and men is enshrined in the UN Charter. Significant progress has been made in strengthening the capacity of the UN to integrate women effectively in economic development programs and activities. The traditional view of women's issues as strictly social or humanitarian has meant that they have too often been deprived of the larger UN resources devoted to economic activities. Canada has played a key role in calling for the cross-organizational review of women and development presented to the United Nations Economic and Social Council (ECOSOC) in 1985; in developing the system-wide medium-term plan for women and development; in ensuring preparation of a cross-organizational program analysis on advancement of women issues; and in emphasizing the integration of women in UN economic development programs. Canada also plays an active role in promoting special attention to women within many of the UN development bodies.

Canada's participation in such UN organizations as the United Nations Development Program, the United Nations Fund for Population Activities, the United Nations High Commissioner for Refugees, the Food and Agriculture Organization, the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the United Nations Industrial Development Organization, is outlined on the appropriate fact sheets which focus on specific subject areas.

United Nations Organizations
for Women

FLS paras., CSW-318,319,351
DAW-340,346
UNIFEM-177,336,340
INSTRAW-333,340,351,353
PARTICIPATION-356-365

The United Nations has a number of intergovernmental bodies and organizations that are specifically responsible for addressing women's issues and concerns. These include the Commission on the Status of Women (CSW), the Division for the Advancement of Women (DAW), (formerly the Branch for the Advancement of Women) the United Nations Development Fund for Women (UNIFEM), and the International Research and Training Institute for the Advancement of Women (INSTRAW). The FLS set out concrete goals and objectives for these institutions. In addition, the Strategies stress how the United Nations system should ensure that women become full participants in all levels of decision-making.

What the FLS paragraphs say:

- the CSW should monitor and review reports from the UN specialized agencies and progress reports from national, regional and international levels regarding progress made and concrete measures introduced on the advancement of the status of women;
- the CSW should discuss guidelines, methods and procedures for collecting information from all levels;
- the DAW should continue to serve as a focal point and to coordinate information on system-wide activities related to the implementation of the goals of the Decade and the Forward-looking Strategies;
- UNIFEM has made innovative contributions and there is a need for the continuation and expansion of UNIFEM in development and technical assistance for disadvantaged women;
- the role of INSTRAW should be strengthened -- especially through increasing collaboration within the UN system;
- technical and advisory assistance should be given by the UN system to improve statistics and other indicators that will help to effectively integrate women in development; and
- the UN system should take all necessary steps to achieve an equitable balance between women and men staff members at all levels; to provide an opportunity for women to participate in all regional, international and sub-regional meetings; to encourage the participation of women in the promotion of international peace and development issues; and to support program networks and exchange of expertise in vocation training carried at other levels.

International framework and action by Canada:

The following briefly describes the work of UN organizations with which Canada is involved and which are responsible for addressing women's concerns.

Commission on the Status of Women (CSW)

The Commission on the Status of Women was established in 1946 and following elections in 1990 will have 45 Member States. The CSW reports to the Economic and Social Council and is mandated to promote and make recommendations concerning women's rights in the political, economic, social and educational fields. It also has responsibility for monitoring progress achieved in implementing the FLS.

Canada was a member of the Commission from 1958 to 1960, 1970 to 1976 and continually since 1981. Its current term expires in 1992.

Canada plays a leading role in proposing ways to strengthen the Commission in fulfilling its central role of overseeing status of women issues in the UN, in particular the system-wide implementation of the FLS. Decisions to institutionalize the FLS in the UN planning, programming and budgeting system and to develop a system-wide medium-term plan for women and development were both based on Canadian initiatives.

Division for the Advancement of Women (DAW)

The central function of the Division is to act as a focal point for coordinating women's activities within the United Nations. It also acts as the secretariat for both the CSW and for the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). It is part of the United Nations Centre for Social Development and Humanitarian Affairs.

United Nations Development Fund for Women (UNIFEM)

UNIFEM's mandate is to serve as a catalyst to support innovative and experimental activities involving and benefitting women, with the goal of ensuring the appropriate involvement of women in mainstream development activities.

Canada is a strong supporter of UNIFEM and is its third largest donor in terms of core funding. In addition, from 1986-89, CIDA's Africa 2000 initiative has contributed to the Women and Food Cycle Technologies Project. Since January 1989, the Director of UNIFEM is a Canadian.

International Research and Training Institute for the Advancement of Women (INSTRAW)

The International Research and Training Institute for the Advancement of Women was established in 1975 and is located in the Dominican Republic. INSTRAW stimulates and assists the advancement of women and their integration in the development process both as participants and beneficiaries

through research, training and the collection and dissemination of information. One of INSTRAW's primary areas of interest is in measuring women's economic activity in the informal sector.

Canada does not contribute directly to INSTRAW and as a result, does not hold a position on its Board of Trustees.

Participation of Women in the Work of the UN

The participation of women in the work of the United Nations -- as members of delegations, Permanent Missions or secretariats -- has been an issue of concern since the founding of the United Nations. Particular emphasis has been placed on the need for women to take part in substantive decision-making at senior levels.

Notwithstanding a long-term commitment to improve the representation of women in the United Nations system, both in terms of numbers and their seniority, progress continues to be slow.

As of November 1989, women held only 20 per cent of the positions at missions to the UN. Sixty missions had no women on their professional staffs. Only five of the 159 ambassadors to the UN are women.

Canada has been one of the most active countries in calling for an increase in the number of women in UN decision-making positions. Responsibility for ensuring that qualified Canadian women are nominated for appointments to work in the UN secretariats rests jointly with the Public Service Commission and the Department of External Affairs. Both departments strive to ensure Canada's representation at the UN comprises equitable numbers of women in all levels of the bureaucracy. As of January 1989, there were 461 Canadians employed in the organizations of the UN system of whom 121 were women. A Canadian woman is one of only two women occupying posts at the level of Undersecretary General and Assistant Secretary General in the UN.

**Women and Third World
Development Assistance**

FLS paras., 308-337

The integration of women in development (WID) is essentially an issue of social equity and development effectiveness and is of growing concern to government leaders and development professionals. A considerable body of research is demonstrating that women have not always benefitted, and have sometimes suffered from development programs. It is also being shown that the achievement of overall development goals is being retarded by the exclusion of women from the development process. Development and development assistance from donor countries and development agencies must involve both men and women in order to be equitable and effective.

What the FLS paragraphs say:

- a set of strategies should be adopted related to the need for national, bilateral and multilateral development institutions to adopt explicit policies and measurable plans of action;
- international and regional cooperation strategies must recognize that effective development requires the full integration of women in the development process -- as both agents and beneficiaries; and
- assistance should promote the participation of women in the planning and implementation of development programs.

International action by Canada:

In November 1984, the Canadian International Development Agency (CIDA) adopted a new Policy Framework for Women in Development with the goal of ensuring that women participate fully as agents and beneficiaries of all CIDA programs and projects. The policy calls for the Agency to learn more about women in developing countries, to better respond to their efforts and development initiatives, and to include women fully in project planning and implementation. It calls for a variety of integration and special measures to assist women in attaining skills/education and to obtain and retain their own revenues in developing countries.

CIDA is currently operationalizing a five year Action Plan (1986-1991) to implement this policy; it contains a detailed program by program prescription of specific measures to be taken in each branch of CIDA. The WID Policy and Plan of Action were tabled in Parliament in June 1986. Some Agency-wide accomplishments have included: the development of a draft set of guidelines for integrating women as agents and beneficiaries of CIDA programs and projects; the inclusion of WID as part of the employee performance appraisal process; training of staff at headquarters and in the field on WID; development of a roster of women in development experts, adoption of a policy to move forward an

eventual 50/50 male/female participation rate in Agency scholarship and training programs; and a study, policy and training program on women and literacy. A corporate WID monitoring/reporting data base is being examined to measure CIDA's WID performance.

In November 1989, a progress report on the 5-year CIDA Action Plan, entitled "Women: A Vital Force in Development" was released. This report reviews the progress made to date to define, incorporate and operationalize a WID policy within CIDA. While CIDA has met many of its commitments, much remains to be done. The Action Plan has been modified to reflect the need for additional support systems such as more staff training, while other activities have been delayed to reflect the gradual way in which change occurs within organizations and individuals.

A comprehensive evaluation of the Action Plan will be carried out during 1990/91 to assess and identify future directions and initiatives. A number of new issues and pressures such as decentralization requires the development of innovative responses to continue to bring women into the mainstream of social and economic development.

In March 1988, CIDA published Sharing Our Future, the Government of Canada's new orientation for its aid program for developing countries. The government's commitment to women in development is reaffirmed and strengthened by the priority the Strategy gives to the increased participation of women -- both in programs and projects to promote generalized economic growth and social changes, as well as in programs aimed specifically at women. CIDA also funds NGOs working on development issues such as MATCH International.

At the level of CIDA's bilateral country programs, a number of data profiles on women and analyses of their involvement in various sectors have been undertaken. Many sector missions and project identification and design missions have been fielded with WID experts, and programs implemented in consultation with recipient governments on the role of women in their development plans.

A number of WID monitors have been hired to assist country desks in ensuring women's integration in all programming. As the policy is implemented, unforeseen road blocks to women's integration are being identified and strategies are being developed to overcome these barriers. A number of countries have requested technical assistance from CIDA in the management of women's national machinery and this has been provided in cooperation with Status of Women Canada. Canada continues to increase the use of locally available Mission Administered Funds to advance our WID programming.

In April 1987, the International Development Research Centre (IDRC) established the Women in Development (WID) Unit. The objectives of the WID Unit are twofold. First, the Unit acts in an advisory and resource capacity to facilitate the consideration and/or integration of gender issues throughout the Centre's research activities. The second objective of the WID Unit is to fund gender research projects which are not covered by IDRC's other funding programs. In particular, the Unit has identified four broad categories under which it funds research: (i) women and agricultural production, (ii) women in the informal sector, (iii) women in industry, and (iv) the social participation of women.

In its advisory capacity, the WID Unit at IDRC has several functions. First, as a means of increasing and enhancing staff awareness of gender issues, concepts, and methodologies, the Unit provides gender analysis training based on divisional needs and concerns. Second, at a Centre-wide level, the Unit organizes WID seminars and hosts a WID reading group. Third, the Unit administers a WID Intern Program. Fourth, the WID Unit acts in a consultative capacity by providing the Centre with advisory support and expertise in gender and development research activities. As of October 1989, the WID Unit had developed a portfolio of thirty-eight projects which highlight the importance of gender and development research.

References:

Sharing Our Future. Ottawa, Canadian International Development Agency, 1987. Cat. No. E94-93.

Women in Development: CIDA Action Plan. Ottawa, Canadian International Development Agency, June 1986.

Women in Development: Policy Framework. Ottawa, Canadian International Development Agency, December 18, 1984.

Women: A Vital Force in Development. Canadian International Development Agency, November 1989.

"Forward From Nairobi" Workshop Kit"

The "Forward From Nairobi" workshop kit is a comprehensive information resource package designed to encourage women's groups to consider the Forward-looking Strategies as a tool in their efforts to press for and achieve vital changes in their communities regarding issues of concern to women.

The kit contains a copy of the FLS document, Canadian Fact Sheets, relevant background information on the FLS, audio-visual materials, and a step-by-step guide for workshop leaders. The kit includes everything required for members of women's groups to quickly understand the significance of the FLS document; to establish the issues of most concern; to determine how to gain access to the information and resources that are needed and to outline a process of selecting action strategies that best suit particular objectives.

To borrow the "Forward from Nairobi" kit, interested persons should contact any one of the addresses listed below.

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